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Preface

Today the concept and context of governance is a buzzword over the world. The governance has become controversial issue when it lapses the main explanation and instruction given by Confucius and walking through its own defined ways. The word "Good" attached as solution of governance. But thereafter good governance has failed to establish peace properly over the world. The main reason behind this reality is, the context and concept of governance has taken and practicing as a roofless material.

We have tried our level best to find out the main reason that is acting behind this crisis. After long research, we found the governance concept became theft due to lack of the "Trust" over the governance system. We call "Trust" as a "super system" of good governance.

We eat what we rely, we try to establish what we believe, we accept what is rational and related to the reality. That is the invention.

Reducing corruption, establishing transparency, accountability and rule of law, enjoying participation... all become useless, never establish if there exists lack of trust among each other. So the instrument of good governance is very much weak if there is crisis of trust in the entire system.

Because of lack of time, experience and expertise we could not cover all information related to Crisis of Trust in Governance in Bangladesh. There are many limitations in our work. We are responsible for all shortcomings. This book can at least be taken as a first step towards a more meaning full work.

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July 2014

Acknowledgement

Foreword

Public trust in government and political institutions has been declining in both developing and developed countries in the current cyber wave dominating the human society. One of the challenges in promoting trust in government is to engage citizens, especially the marginalized groups and the poor, into the policy process to ensure that governance is truly representative, participatory, and benefits all members of society. Within this context, the issue of how to build trust in government and trust between socio-economic actors has emerged as an increasingly important issue in both developed and developing economies. In Bangladesh citizen's trust for government is declining day by day. On this backdrop the research output of a group of young researchers published in the form of a book titled 'Crisis of in Governance, The Case of Bangladesh' evolves as a historical beginning of research in this field in Bangladesh.

Md. Abul Kahhar, Ishrat Reza, Marylin D′ Rozario, Rifat Mahmud, Tasmia Sumaya, members of the research team and authors of the book worked hard to complete the research while they were the students of the Department of Public Administration, University of Dhaka as a requirement for the partial fulfillment of their masters course of Contemporary Issues and Problems of Bangladesh Public Administration. They deserve special thanks for their relentless efforts to shape the research report in the form of book just after having their degree from the university. It is not only an addition to the literature of Bangladesh public administration; the authors through their work have set an example for the future students of public administration in Bangladesh.

The book examines the issue of trust in the governance mechanism in Bangladesh involving its ideas, issues, problems and solutions and provides a framework to analyze the crises of trust, a perception along with reality in the public administration of Bangladesh. The book illustrates various approaches of trust in the governance mechanism and reflects how complex web of bureaucratic and political moves have undermined democratic processes contributing to crisis of trust in the governance mechanism at governing institutions. There are many limitations in the book both from theoretical and functional perspectives which is quite natural in the case of graduate level students in an unexplored area of social research. We believe authors will be able to minimize the same in course of time and in congruence with their intellectual development towards holistic wisdom. Despite the limitations the book will help students and scholars of public policy, political

leadership, public administration and governance to look public administration in emerging dimension of the transitional society which Bangladesh is going through. The book will also portray how the crisis of the trust in governance system can be minimized and how trust can be installed in public administration system of Bangladesh to expedite the process of development.

We think that the authors can be confident that there will be very grateful readers who will have gained a broader perspective of the disciplines of social science as a result of their efforts. Their book is destined to play a major in motivating and educating the next generation of administrators, politicians and researchers from all over the world who are bound to make this dream a reality; to build a trust based society. We pray for the enlightened future of the authors of the book.

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Contents

Chapter One

Introduction

The 21st Century is full of changes, which presents both opportunities and challenges to the field of public administration. Dealing with the myriads of anomalous situations including wars, transnational epidemics, terrorism, financial crises, serious security related accidents and transportation casualties has become a very important part of the public administrators' daily work. While the traditional practice of public administration is becoming more difficult due to scientific and technological improvements, as well as economic globalization that has been complicating socio-economic development, emerging issues are bringing about enormous transformations and challenges to government administration. Among them Trust is an important emerging issues. Trust is fundamental to life. If you cannot trust in anything, life becomes intolerable—a constant battle against paranoia and looming disaster. You can't have relationships without trust, let alone good ones. In a country trust is an important factor in the relationship of citizen and government.

In both the developed and the developing world, citizens asking themselves this very same question play a political game of delegation of power with uncertain outcomes. This is so mainly because the motivations and actions of political leaders cannot be known in advance with certainty (Przeworksi 1991). Trust, in this regard, emerges as one of the most important ingredients upon which the legitimacy and sustainability of political systems are built. Within the public administration of Bangladesh trust is increasingly becoming a crucial element of performance. Trust is a new innovation of administrative science in Bangladesh. From the beginning (after independence) our government and politics are unsteady. Most of the people misplace their trust from the government. This distrust is increasing day by day. Therefore we have to minimize the crisis of trust in governance of Bangladesh. This book is an attempt to find the way to restore trust among the citizen of Bangladesh.

The purpose of this book is to examine patterns of popular trust in governance in Bangladesh. Trust explained as confidence or reliance on some person or quality, which are synonyms with the terms belief, confidence, and expectation. There is a relation of trust with governance

and social capital. Strong social capital helps to build trust and trust helps to ensure good governance of a country. Trust matrixes also help us to learn the propensity to trust in public organization in Bangladesh. However Trust, is context-specific. Depending on the situation, there are several potential attributions which might serve as antecedents of trust. Benevolence, Reliability, efficiency, honesty and openness are five important faces of trust. With appropriate example we have discussed these faces broadly to know the level of trust of citizens in our country. Besides this three clusters of trust are defined: from society in the public sector (T1), from the public sector in society (T2) and within the public sector (T3). This discussion helped us to know who trust whom in our country. Here we apprise about the crisis of trust in governance in Bangladesh perspective. We have found that there is distrust in governance of Bangladesh.

At last we have discussed about restoring trust in governance. There are six (6) means of restoring trust. These are- administrative reforms, reforming mind set and behaviors, leadership, citizen participation and governance and e-government. Based on these means we have tried to increase the level of trust in governance in Bangladesh.

The Context

The general context of *the crisis of trust* in governance is frequently considered as one of the most important political and social problem in the developing countries like Bangladesh especially in the public sector and its state of governance mechanism. The trust of citizens to the public officials indicates a government's legitimacy and popular support as a successful political institution. The lower trust of citizens towards the entire governance system, the lower would be the legitimacy and support and vis-à-vis. The more distrust the citizens portray on the public officials, the more crisis the government faces. Responsive governance is the key to the restoration of trust in government *(Brillantes & Fernandez: 2011)*. In our country it is generally believed that trust exists to a great extent among citizens, however the interpersonal trust among the government employees and citizens is perceived to be very low. Lack of trust among citizens, towards public servants and among public servant themselves are decreases efficiency which affects production, performance and service delivery to the citizens. Interpersonal trust develops emotion and link between boss and subordinates, which enables effective interaction between them increasing performance *(Laschinger, Finegan: 2005)*. It is therefore acknowledged that trust is an important indicator for demonstrating how public organizations are operating and how officials are managing public affairs.

The *decline of trust* in government since World War II is frequently considered one of the most important political problems over the world *(Barber 1983; Carnevale 1995; King and Stivers 1998; Yankelovich; 1991)*. Some asserts that there is simply an increased cynicism among the electorate and citizen-consumers, who are better educated and more knowledgeable of the shortcomings and scandals of government *(Berman; 1997)*. Others point to citizen disappointment in performance, regardless of whether that disappointment is caused by an absolute decline in legislative capability and service quality or by an expectation gap of excessive promises or unfounded demands. This is also reflected in the situation of *Bangladesh,* where the people are not satisfied with the performance of the government in the service delivery in response to their demand and this leads to *crisis of trust* among the people to the government. The crisis of trust in government has attracted considerable attention from scholars, government practitioners, the media and the public at large over the past several decades and Bangladesh is no exception. According to *Kim (2005:611)*, higher the *citizen's trust* in public institutions ensures good governance and successful implementation of policies. A loss of trust can be devastating not only to morale and productivity but also predictive of organizational performance and viability. For an effective and functioning governance process in a developing country like Bangladesh whether public or private sector it requires strong relationship between citizens and officials and trust is always the vital figure in functioning relationship.

In many ways, Bangladesh is a reflection of weak governance, where the government has failed to ensure better governance involving the crisis in public administration especially law enforcement agencies *(Sobhan: 2010)*. Corruption is pervasive in public institutions. Such as according to a survey carried out by *Transparency International Bangladesh (TIB) 2010*, nearly 72% respondents were forced to pay bribe in public institutions. Lots of pilferage and larceny as well as responsibility lapses and negligence of official duties are prevalent *(Zafarullah & Siddiquee: 2001)*. The country does not have a tradition of consensus building, political compromising and collective nation building. The public access to information facilities is difficult, leading to poor transparency. The number of accountability mechanisms and venues for recourse available in the administration is poor. Based on these administrative culture features Bangladesh serves the best case example of *crisis of governance*.

The environment shapes the culture of trust or distrust of government and public institutions in general such as the atmosphere of *Bangladesh public administration* is molded with the characteristics of—

centralization of power, red-tapes, tall-hierarchy, strict rules and regulations etc. In a developing country like Bangladesh the people expects the government to meet their service needs so that they can lead a better life with a better standard of living but it is bitter evidence that due to bureaucratic procedure and corruption people do not get their services and this is when the issue of trust and distrust comes on the government and on the public institutions. This is important because being trusting or skeptical predisposes people to judge positive information as truthful if they are trusting and to primarily believe negative information if they are skeptical, which the people of Bangladesh are, on the public administration.

Since the mid-1960s, public trust in government and political institutions has been decreasing in all of the advanced industrialized democracies. Although the pattern and the pace of the decrease are dissimilar across the countries, the downward trend is ubiquitous. Therefore we may suppose that trustworthiness, or at least perceived trustworthiness is declining *(Hardin 2006)*. The value of trustworthiness is that it makes social cooperation easier and even possible, so that its decline would entail losses of cooperativeness. Declining trust would obviously be problematic at the personal level and in organization because it would increase the risks of attempting to cooperate with others. Under this backdrop, it is less clear what follows from perceptions of declining trust among government officials in a bureaucratic organization such as district administration in Bangladesh.

Rationale of the Study

Trust is an important indicator for demonstrating how public organizations are operating and how officials are managing public affairs. The concern of the study is to find the crisis of trust in the governance system of Bangladesh and the effect it has in the service delivery of the public institutions. In a government of a third world country like Bangladesh where 31% of the people lives below poverty level *(Bangladesh Bureau of Statistics, 2012)* and blemished with corruption, inefficiency and ineffectiveness, restoring trust is primordial. The study looks at the crisis link of the trust in the public administration of Bangladesh. In developing countries like Bangladesh, public sectors are huge and have traditionally been instrumental in providing basic services such as in education, health, infrastructure building and maintenance, law and order maintenance etc. so trust in public institutions implies that citizens have positive expectations about members of such institutions and assume that they follow procedures that will produce beneficial outcomes for themselves and for society at large. However when distrust

in governance is endemic as in *the East European and the Soviet Worlds* at the end of the 1980s there may be no better move than to weaken government substantially *(Hardin, 1998; 17).* The major sources of *"distrust" or "crisis of trust"* in governance are promise breaking, incompetence and the antagonism of the government actors or the policy makers towards those they are supposed to serve, thus trustworthiness of the public institutions are necessary to address what makes the public services more accountable and responsive to citizens and society in general. Increasing trust in government increases citizen's compliance to decision by public authorities. Such compliance makes process of governance easy as cooperation from citizen increases, thereby decreasing social and economic costs of inducing compliance. Trust is also associated with *social capital*; the social networks, the norms of reciprocity and trust that arises from the application of these assets in achieving mutual objectives. *High social capital fosters good governance,* making citizens more community-oriented, more law-abiding, makes both bureaucrats and politicians better at cooperating as they carry with them the same skills and social capital as the rest of the population. Trust has precise relationship to social capital as trust and trustworthiness pro-offer many benefits. They are the bedrock of most personal relationship, facilitates day-to-day interaction and play an important role in governance system. For example according to *Helpern (2001)* higher levels of social capital through trust are generally associated with lower rates of crime as when people would trust each other then there would be more mutual understanding among each other leading to more bonding among various social group.

The very trust of government in democracies is grounded in institutions that are constantly scrutinizing the performance of government actors and that permit punishment if necessary *(Levi, 1998; 96).* Democratic institutions have enabled citizens to trust government by making government more trustworthy and they permit citizens to be skeptical and even distrustful in ways that may lead even better democratic institutions. A trusting and a trustworthy government are the sine qua non of contingent consent (Dunn, 1988; Pagden, 1988; Putnam 1993) democracy may well be a pre-requisite of an approximately trusting citizenry and of trustworthy government and is certainly essential for providing institutional protections to citizens. This shows that if there is *crisis of trust from the citizens in the whole governance* system i.e. in the process of policy formulation and policy implementation would then *jeopardize* the whole democratic system of the country. *Bangladesh*, where crisis of trust is evident in both public and private sector the government needs to establish mechanisms and institutional means to

increase the *propensity of trust* both on the part of the public officials and citizens onto each i.e. a *esprit de corps* is to be created which would help to provide better services to the people and would help to bring *integrity* to the government for its effective functioning. Destruction of trust may lead to widespread antagonism to government policies and active resistance from outside forces which resulting the emergence of the last caretaker government to stay for about two years violating the constitutions, as politicians were not trustworthy which allowed unelected people to run the country.

The *"crisis of trust"* or the *"distrust"* on philosophical or normative level, towards the public institutions and upon the leadership may be a healthy situation for the democracy. Weak or conditional trust is seen as necessary to promote transparency, responsiveness, accountability on the part of the institutions to strive for efficiency and provide better services to the people. Lack of trust takes place when the policy makers, parliamentarians, fail to formulate the right policy for the people and the inefficiency of those who fails to implement the ones that are pro-poor. Adversarial and negative approaches within parliament contribute to lack of trust (motives/intentions) and confidence (capabilities/efficiency) in politicians and political institutions such as the parliament. The politics of polarization is the politics of crisis of trust *(King, 1998; 156)*. Bangladesh politics is very much polarized into two ideologically based preferences and there is crisis of trust between the two ideologies not because they are ideologically different but because the political people have grown ideologically distant, widening the gap between the gap between citizens and government leading to distrust and this is very much evident in the current political crisis in the country. A loss of trust and confidence makes it difficult for governments to mobilize support and gain legitimacy for their action. This exactly is being reflected in Bangladesh; especially the present government has failed to gain much trust worthiness especially incidents of *graft of Padma bridge, the Hallmark scam, Destiny money laundering* etc. have raised questions of the integrity of the government in fulfilling the needs of the people and needs to construct mechanism to regain trust. This *crisis of trust or distrust* when it reflects the failure of state to meet the requirements of trustworthiness is a problem for democracies as it may lead to nonproductive increase of *government regulations (Braithwaite, 1998; 96),* which is the characteristics of Bangladesh public administration, which is bounded by strict rules and regulations.

Literature Review

Trust lies at the nexus and praxis (theory and practice) of public administration and governance *(Brillantes & Fernandez, 2011; 61)*. Trust

holds a central role in the re-examination and reevaluation of the main categories and concepts of organization, administration and governance *(Porta, Silanes shleifer & Vishny; 1997)*. Trust is the element acting between individuals and groups within organizations and it is a highly important ingredient in the long term stability of the organization and the well being of its members *(Cook and Wall 1996)*. Trust and distrust in public administration is primarily a function of the trustworthiness of civil servants i.e. whether they act in accordance with certain role responsibilities and appear reliable, helpful, neutral, honest and competent (Kim 2005; Levi 1998; Offe 1999). The relationship between government and its citizens has been strained, which is largely a function of the following:

First, the citizenry feel as though government officials abuse their powers in the interest of self-aggrandizement.

Second, citizens feel disconnected from government and third, government service delivery is perceived to be inadequate *(Holzer, Zhang & Dong, 2004; 7)*. The match between citizens expectation of quality services from public institutions, on the one hand and providing such services to the satisfaction of citizens by these organizations, on the other hand, may become a difficult equation and the resulting mismatch is surely a ground for belief that public officials are incompetent, corrupt, untrustworthy, non-accountable, non-transparent, and rigid and this where the issue of *crisis of trust* comes in the governance system *(Jamil & Askvik; 11)*. This is because citizens are now more educated, aware, and critical than before and their aspirations about what constitutes quality service such as better health provision, quality education, and improved infrastructure are on the increase *(Kim, 2010: 801)*. Bangladesh lacks democratic political culture as the democratic norms and values could not strike root in our society and polity and our politicians lack political morality which gave rise to the system of caretaker government to arrange national election which is a sign of popular distrust or lack of trust in our politicians and on to the overall governance system of the country from the part of the people *(Financial Express, 29 December 2012)*. *Putnam (1993)* has shown that states with higher levels of trust and civic estrangement tend to have better quality governance, a result that has now been replicated in Germany *(Cusack, 1999)* and Russia *(Petro, 2001)*.

Chapter Two

Conceptual Framework

This part would describe the theoretical development of the issues of - *trust and governance* along with the theories of the stated issues. It would also explain the various forms of trust in an organization and the benefits that trust would bring. This chapter of study would describe the importance of the issue of "*trust*" in the governance system of a country in reference to that of Bangladesh.

Origin of Trust

The word "*Trust*" is permutation of five words which means "*the Currency of Moral Human Behavior*". The concept "Trust" has its existence when the human formed in the Earth. This concept starts its drive with the concept of religious feeling. After long time, this concept got prime of life when it got its multidimensionality. With the building stage of society, state, organization, leader, the concept Trust had visualized with different aspect. According the *wiki dictionary* the concept Trust explained as confidence or reliance on some person or quality. Which are synonyms with the terms *belief, confidence and expectation*. Trust develops through religious belief and involuntarily converted as a sub system in social interaction.

For example, we can see how Trust works from religious to inner concept to drive other human attachments like society and state. *According to OSHO, "The grater your trust, the greater guilt the person who deceives you will have. And there is a chance that this guilt will change that person—He will have a change of heart. Trust is tremendously powerful" –Osho (Buddhist Monk) (the highest leader of religious position).*

Emergence and development of Trust

Early human relations theorists (McGregor, 1967) noted the importance of a supervisor's trust of subordinates. McGregor's Theory X manager believes that employees are not to be trusted while Theory Y involves delegation of decision-making authority to the subordinate. Theory Y argues that supervisors (superior) are the ones taking risks by increasing their dependence on others (subordinates). In contrast, this study investigates subordinate trust in the superior along with co-workers. Mayer et al.'s (1995) model of dyadic trust, other researcher term it as

interpersonal trust, proposes that risk-taking behavior that is unique and identifiable to a particular relationship is likely to occur when dyadic trust is great. Mayer's often cited integrative model of organizational trust is based on three different factors of perceived trustworthiness. It is defined to be the outcome of *three factors*: ability, benevolence and integrity *(Mayer et al. 1995)*. We can remember the theory given by *C.I.Barnerd* , named "A*cceptance theory*" where he showed how important it is to work within trust zone .Where the legitimacy and acceptability stands together. The crosser will be defected by trust breaking. With the development of capitalism the idea of social contract like sacrifice and trustworthiness are breaking down. For this reason not only for external reform purposes but also internal reform create the emergence of this notion.

Understanding of the Concept of Trust

Trust is an issue that has received attention in several branches of social science literature; psychology, sociology, political science, public administration, economics, anthropology and history *(Gambetta, 1988; Lewicki & Bunker, 1995; Worchel, 1979)*. The economists define it as trusting the institutions and their accounts while the psychologists explain it with the reliable and unreliable behavior of the individual and the sociologists use it as the reliable, fair and ethical behavior in interpersonal relations. Each literature approaches the problem with its own disciplinary lens and filters. *Emile Durkheim* rudely note *"It has always been assumed that… in order to know the nature, role and causes of division of labor, it would be sufficient to analyze the notion of each of us has about them" (Durkheim [1893] 1933; 46).* If we substitute "trust" with "division of labor" and we get a characterization of much of the literature on trust today and virtually all of the vernacular and conceptually untheorized response to the discussion of trust *(Hardin, 2006; 16)*. Some theorists have moved beyond mere expectations when conceptualizing trust, for something seems to be missing in a purely rational definition. *Lewis and Weigert (1985)* promote a view of trust as when *"members of that system act and are secure in the expected futures constituted by the presence of each other or their symbolic representation".*

Many scientists have paid attention to the problem of defining trust, but a comprehensive and universally approved definition has remained elusive (*Krammer,1999*). Blomqvist (1997) claims that *"no universal definition of trust seems possible because trust is always situation specific."* Accordingly, trust is often a difficult phenomenon to articulate.

This means that trusting people may not be able to explicitly specify their beliefs about the trusted persons. Often trust can only be estimated. Trust can also take place in many levels. It involves two person among peer level (I trust my coworker) or vertically in superior (I trust my boss) *(Chang &al. 2003, 161-163)*. One of the most widely cited definitions of trust is given by Mayer, Davis and Schoorman (1995). They define trust as *"the willingness of a party to be vulnerable to the actions of another party based on the expectation that the other will perform a particular action important to the trustor, irrespective of the ability to monitor or control the other party "(Mayer et. al., 1995, p. 712).* We broadly define trust as confidence in the goodwill of others not to cause harm to you when you are vulnerable to them (*Ring and Ven 1992*). Trust in the work place is a multi-dimensional construct consisting of lateral and vertical dimension (*McCauley and Kuhnert :1992*).

As an objective based product, trust emerges out of the interactions between individuals and it serves to order these relationships by influencing interactions. As subjectively meaningful actions, trust orientation is toward particular others, is based on unique experiences and is flavored by specific value orientation that makes the relationship more personally meaningful. When one trust to another, one acts in a certain way toward the other and vice-versa; likewise, one also believes one has a particular kind of relationship because of that trust say a love relationship or close friendship, that is based upon experiences that are individually meaningful *(Weber & Carter, 2003; 5).* According to *Erickson (1963*) *"trust is an element of life beginning with birth."* The basic way of getting to know the people for a new born human being is to decide if they are reliable or not. As for *Blau (1964) "trust is a necessary element for durable social relationships".* While *McGregor* defines trust as the most sensitive product of human affairs, Weber states that exchange of goods is only possible within the relationships based on interpersonal trust. The concept of trust based on open and safe behavior of individuals against each other is examined from different aspects. These are basically interpersonal trust, the trust between two individuals, inter-organizational trust, political trust, social trust, trust between juniors and senior and organizational trust. Trust is based on agreement and sympathy rather than on carefully reasoned arguments or direct knowledge. People base their trust judgments on whether they feel that the other person or organization shares the same value i.e. is seen as having the same understanding of a specific situation. Trust in its intrinsic nature is a dynamic phenomenon *(Castelfranch & Falcone, 2010; 147).* Trust has to change on time, because all the entities participating in the

trust relationship are potentially modifiable. Trust changes with experiences, with the modification of the different sources it is based on, with the emotional or the rational state of the trustier, with the modification of the environment in which the trustee is supposed to perform and so on. In other words, being trusted is an attitude depending on dynamic phenomena; as a consequence it is itself a dynamic entity. Trust is a social construct for it emerges from the interaction of two or more people and influences those actions and because it has the ability to influence interaction it is termed an orientation or form of interaction *(Weber & Carter, 2003; 12)*. Trust is based upon knowledge, knowledge that allows good predictions about how one party will respond to the expectations played on it by another and trust comes with a shared understanding that one is relying on the other. Trust is an important concept in public administration because it lies at the heart of both functional and moral relationship amongst the agencies, officials and between them and the general public.

The Origin and Concept of Governance

Governance is a dynamic connotation which according to the Oxford Advanced Learner's Dictionary means, *"the way in which a country is governed" (Wehmeier, 2000). Governance* means, - A judgment on the quality of governance. *(Jahan, 1992:3)*. **"**How people are ruled, how the affairs of the state are administered and regulated in relation to public administration and law".(Land-Mills and Serageldin,1991:304). Exercise of political power to manage a national's affairs (World Bank, 1989:5). According to UNDP, 2002- *"governance is an exercise of economy, politics and administrative authority to manage a countries affairs, at all levels"*. Comprises mechanism process and institution, through which citizens and groups articulated their interest, exercise their legal rights, meet their legal obligation and mediate their difference.

So, we can say that governance is a process of decision making and the process by which decisions are implemented (or not implemented).Governance can be used in several contexts such as: corporate governance, local governance etc. Mainly Governance represent the term of Good Governance. This debate (governance as good governance) on the quality of governance has been clouded by a slew of slightly differing definitions and understanding of what is actually meant by the term. The term is used with great flexibility; this is an advantage, but also a source of some difficulty at the operational level. Depending on the context and the overriding objective sought, good governance has been said at various times to encompass: full respect of human rights, the

rule of law, effective participation, multi-actor partnerships, political pluralism, transparent and accountable processes and institutions, an efficient and effective public sector, legitimacy, access to knowledge, information and education, political empowerment of people, equity, sustainability, and attitudes and values that foster responsibility, solidarity and tolerance. When we precede governance with the favorable connotation —good, we certainly add some value-assumptions to it. That's why World Bank gave eight indicator of Good Governance by which we can cover the aspect of Governance.

Indicators of Governance

Accountability

Accountability means answerability for your action. When governance ensures their answerability, they automatically ensure the transparency. Not only governmental institutions but also the private sector and civil society organizations must be accountable to the public and to institutional stakeholder. Accountability is a key way to ensure that this power is used appropriately and in accordance with the public interest. Accountability requires clarity about who is accountable to who for what and that civil servants, organizations and politicians are held accountable for their decisions and performance. Suppose in Bangladesh governance trying to ensuring accountability like formal reporting requirements and external scrutiny (such as an independent Audit Office, Ombudsmen etc.)

Participation

Participation means freedom of association and expression on the one hand and an organized civil society on the other hand. Participation can involve consultation in the development of policies and decision-making, elections and other democratic processes. Governments that involve the public will be in a better position to make good decisions, and decisions will enjoy more support once taken. While there may not be direct links between democracy and every aspect of good governance, clearly accountability, transparency and participation are reinforced by democracy, and themselves are factors in support of democratic quality. But in Bangladesh we found that real participation is absence in governance process

Consensus oriented

Good Governance requires mediation of the different interests in society to reach a board consensus in society on what is in best interest of the whole community and how this can be achieved.

Transparency

Transparency means that decisions taken and their enforcement are done in a manner that follows rules and regulations. It also means that information is freely available and directly accessible to those who will be affected by such decisions and their enforcement. Governments have access to a vast amount of important information. Dissemination of this information through transparency and open information systems can provide specific information that firms and individuals need to have to be able to make good decisions. For example, though recently government of Bangladesh passed the right of information act to ensure transparency but it's not working because of poor implementation.

Responsiveness

Good Governance requires that institution and processes try to serve all stakeholders within a reasonable time frame and systematic process. Responsiveness supported that government must interact with the problem in a right time. For example- Recently, the renowned daily news paper "Prothom alo" published a report that government taking action against Destiny for their illegal financial activities when after a long time when the clients expected their fruits from it. So, Responsiveness means Right the right things right time.

Efficiency and effectiveness

Efficiency means "*Doing the things right*". And Effectiveness means *"Doing the right thing right"*. In Good Governance means that process of institutions produces result that meets the needs of society while making the best use of resource and their disposal and also covers the sustainable use of natural resources and the protection of environment.

Equitable and inclusive

A society's Well –being depends on ensuring that all its members feel that they have a stake in it and do not feel excluded from the mainstream of society .This requires all groups, have opportunities to improve or maintain their well-being.

Rule of Law

The rule of law refers to the institutional process of setting, interpreting and implementing laws and other regulations. It means that decisions taken by government must be founded in law and those private firms and individuals are protected from arbitrary decisions. In Good governance it

requires fair legal frameworks that are enforced impartially it also requires full protection of human rights particularly those of minorities.

Why governance or good governance?

Governance is thus a qualitative expression and a normative concept. The idea entered into the landscape of public administration in late 1980s and early 1990s as the neo-liberal oriented Structural Adjustment Policies (SAP) failed to produce expected results in developing countries *(Cheema, 2000).* It was first *highlighted in a World Bank report on Sub-Sahara Africa in 1989(*World Bank, 1989). Based on the development experience in the African in 1989(World Bank, 1989). Based on the development experience in the African countries, the World Bank argued that much of the failure was due to '*the crisis of governance*'. In South Asian context, Bangladesh is frequently used as a case how poor countries, the World Bank argued that much of the failure was due to the crisis of governance affects its overall development process. According to *Camp, -"Bangladesh has significant problem with corruption, poor governance, threaten democratic stability and impede economic growth. (Camp,2005).* World Bank's Corruption study for Europe and Central Asia and contained in the Bank's most recent update of its public sector strategy: public sector management, competitive private sector structure of government, civil society participation and voice, and political accountability. The concept of good governance also has been clarified by the work of the former *Commission on Human Rights*. In its resolution 2000/64, the Commission identified the key attributes of good governance: *Transparency, Responsiveness (to the needs of the people) Participation, Responsibility, Accountability.* By linking good governance to sustainable human development, emphasizing principles such as accountability, participation and the enjoyment of human rights, and rejecting prescriptive approaches to development assistance, the resolution stands as an implicit endorsement of the rights-based approach to development. Recent economic and social developments have increased attention given to the role that good governance plays in achieving social and economic development. Public management reforms have been a key factor in improving capacities of OECD countries to address issues such as budget deficits; external pressures on competitiveness, not least as a result of growing globalization; perceived lack of public confidence in government; growing needs for services; and increasing demands for better and more responsive services. There is also a growing recognition that the current world financial crisis stems from weaknesses in the institutions of governance, and that durable solutions

to this crisis need to address these governance problems. Systems of governance affect the performance of the state in executing its core functions and through this, the performance of countries in meeting their major economic and social goals. Governments create the conditions for functioning of markets, operation of private firms, strength of civil society, and welfare of communities and individuals. The quality of governance is recognized as fundamental to ensuring the quality of life of citizens. In its own right, good governance is important as a determinant of the sustainability and strength of democracies. With this process as a developing country Bangladesh started practicing good governance issue for their development in governance process. They also influenced by World Bank and other donor agency like OECD, ADB etc. for improving the governance values in administration.

Trust in Administrative discipline

Most public administrators put emphasis on administrative control or accountability in order to ensure that public administration is directed towards the goal of serving public interest (*Henry, 2004*).

They argue for certain institutional checks that would ensure administrative compliance with public interest. Among others, Friedrich and Long consider that professional commitment of public administrators acts as internal constraints against the perpetration of anti-democratic role of bureaucracy (*Friedrich and Taylor, 1932; Long, 1962*). Hyneman and Finer believe that legislative surveillance is an appropriate check on maladministration *(Hyneman, 1950; Finer, 1949).* Lewis and Misses opine that bureaucratic behavior can be made consistent with public interest by ensuring peoples participation in bureaucratic decision-making *(Lewis, 1941; Missess, 1944).* According to Abraham, *"Ombudsman is the appropriate mechanism to rectify unjust bureaucratic decisions on an individual basis"* (Abraham, 1960). Waldo, Pfiffner and Presthus argue that decentralization of bureaucracy is an effective way to implement public interest (*Waldo, 1952; Pfiffner and Presthus, 1967*). Tullock and Wilensky believe that *"Bureaucracy can be made congruent with public interest by the publication of bureaucratic information" (Tullock, 1965; Wilensky, 1967).* Davis believes that judicial review of administrative decisions would check the anti-public interest tendency of the bureaucracy (Davis, 1951). One major limitation of these arguments is that they take public administration as a value free process whose main responsibility is to implement public policy with efficiency and economy. These recommendations are simply prescriptions for preventing or correcting the wrongs in administrative

behavior. The crucial point missing from them is that public administration is closely linked with policy formulation and in circumstances, administrators make political decisions. Sufficient and effective moral guidelines (as opposed to mechanisms for arresting bad decisions) for making those decisions in the interest of the public could not be provided (Henry, 2004). Moreover, in the above control systems, public administrators keep themselves in safe distance from being directly accountable to people under the shadow of Ministerial responsibility and bureaucratic anonymity. In other words, it is not possible to ensure direct bureaucratic responsibility through external or institutional control mechanism.

For this reason, some public administration researchers put emphasis on ethics or the development of positive mentality of public bureaucracy toward public welfare and an internal sense of accountability among them. *Herbert A. Simon* in his influential book entitled, *"Administrative Behavior", has argued that "Public administration is basically a decision-making process" (Simon, 1947).* Here the hierarchically organized bureaucracy is engaged in continuous decision making. Sometimes we see that decision could be influenced by both personal and emotional rationality, thus the administrators sometimes may take unethical or antidemocratic decisions. For this reason, along with institutional accountability, the question of administrator's prudence or *sense of responsibility and ethics* become prominent. It has also been mentioned in the Standards and Techniques of Public Administration published by the UN in the 50s, the quality of public administration of a country largely depends on the honesty and integrity of its administrators *(United Nations, 1951).*

The importance of trust in governance

Why trust is now buzzword with the term of governance?

We have to akin to the trust with different aspect of governance. Here, we tried to relate trust with different aspect of governance. Such as-

Base on ancient informal administration and government:

The question of morality of the administrators becomes a principle concern in modern administration. The concept of trust in administration is not a new idea it belongs to administration when there is no formal structure of administration or governance.

First, *we can remember our Prophet Muhammed (Peace be upon him).* He said, *"If anybody is entrusted with official responsibility, he will*

be given his salary and emoluments sufficient to meet his needs. If he receives anything beyond this,that would be a breach of trust" (Al-Buraey, 1985:245).There is also other religious view where trust has illustrated as an informal authority. So, the trust is considered as the impersonal values that ensure the social justice also in term of governance. This sort of feeling and awareness among public officials works as a mental check against corruption and maladministration. For this reason, it has been emphasized in academic discourses to include religious teachings in the study of public administration (*Anisuzzaman, Ahmed and Jinnah, 2002*). *Ferrel Heady* in his study of comparative public administration has identified some positive benefits of religious education in the civil service training. According to Heady, *"The Swiss bureaucrats are more conscious about honesty and responsible behavior because of their Protestant orientation" (Heady, 1984).* The Chinese bureaucrats are found more courteous in their dealings with the public because of their Confucius teaching. The above findings of Heady support the views of Waldo and Friedrich that besides certain common characteristics, bureaucratic behavior in a particular culture is influenced by its own environment, belief and values (Waldo, 1965; Friedrich, 1968). We can also relates this idea with *Kautilya's Arthashastro* (considered as a world first management guru) where we found that, he tried to show that *deeper human values connect the citizen and leader*. He point out values which a leader should be posses: (Truthfulness, reliability, gratefulness, liability, promptness, freedom) from vices (lust, anger, greed, and vanity) long term vision and respect for the advice of elders. He also considered that '*Artha*' and '*Dharma*' should coalesce for sustainability. In essence, his leadership focuses on finding a balance between inner self and outer world where Leadership lays on ethical foundations therefore leader should adhere to justice and ethics. He contemplates the universal application of '*Danda*' as a punishment mode, if the government officials are fraud. So, we found that the relation between trust and governance is not a new concept but a rethink concept for building the trust among the community and leader in this time of social crisis of trust.

Effective strategy to solve political unrest and link with development:

After the Second World War the western countries obtain lots of development program to raise people trust towards government.

Without developing they couldn't be able to hold their support in people mind. That's why they took tactical decision for urbanizing and developing to assemble civic trust and faith on government. On the other

hand we found that that there is lots of historical evidence that unconstitutional and autocratic government accelerated their development policy not only for developing the nation but also to create trustworthiness and support to control the power position.

For example, we can say in 1960s, The president Ayuiub khan the ex-president of Pakistan and the governor of east Pakistan Abdul Monayem and after liberation the unconstitutional Ershad government has a great role in physical development like roads, culvert, bridge etc. Recently we also found that others political party walk in this road of physical development like flyover, bridge etc. it's think that there is a deep diplomacy in politics that they don't do it for democratic practice. The cause behind this scenario is to gain public trust for sustaining their support or to reduce political unrest. So, Development and controlling political unrest has a relationship with trust.

Primary initiative in the base of administration:

In traditional administration, they try to linkage the Administration and government. With this consequence we found that in *classical organization theory F.W.Tylor (1956-1915)* articulated his four principles where the principle included that there must be intimate friendly co-operation between management and workers and equal division of responsibility among them. Henry fayol (1841-1925) with his 5 management components and his administrative principle talked about the term co-operation, equity, general interest, Espirite de-crops etc. And the *Max Waber and neo classical theory* they emphasized on *psychological and societal* aspect of worker would be emphasized. These theories are the base of public administration. Now, if the public administration defined as government activity government as organization then these theories always permits that government will be cooperative, trustworthy and equal for citizen. After that, the human relation theories also envelop the same things.

The influencing entity of changing paradigmatic stage

In the public administration paradigmatic stage we initiate that lot of changes over time. And we found broadly the concept trust in new public administration stage in1961. Where it support administration must have some values, ethics and efficiency to serve. Here, *Golembiewski (Men, management and morality,1967)* stated that *"strong local government will take administration close to people and administration will be competitive in terms of service delivery."* So, here we found that traditional government philosophy was changed here to gain people trust and support by value sharing with the course of time.

Relation with existing Administrative culture

Trust has a relationship with the Administrative culture. In, Bangladesh we found that we have a hierarchical relationship in administration. Where superior sub-ordinate relationship also have a effect of trust. We found that, the book by Istiak Jamil, *"Administrative Culture in Bangladesh"* he tried to show the Superior-Subordinate relationship of Bangladesh comparing with Japan. There, the Japanese Administration is more powerful and well performed because of trustworthiness among them. We can also see that with the *Hofstede* dimensions on administrative culture. In that, the first dimension Power distance relationship- society except and expect unequal distribution of power in administration. There also trust crisis is the main barrier of administration. When we assess power distance relationship in Bangladesh, we found that it scores 80 where the Japan is only 54. *(Hofstede,2005)* . With this same light if we measure the power distance relationship in Bangladesh administration we will found that there is a high power distance in Administration and within the public officials. In the Book by *Dr. Salahuddin M. Aminuzzaman "Management culture of public bureaucracies in Bangladesh",* we found the power distance in administration and public officials in Bangladesh is **70** as a mean of his statistical report. So, here we also can transmit trust with administrative culture in Bangladesh.

Effective for changing government

Day by day with the public demand has been changing rapidly, government takes lots of policy and initiatives for serving people. In development administration all nations are trying to improve socio economic condition. The government along cannot cope with the increasing demand. Public private partnerships offer an alternative way of development. The concept trust is very important factor without this any partnership couldn't run. In this win-win situation government are accountable for their work.

For example, recently, government partnership with World Bank raised lots of question regarding Padma bridge issue for its nontransparent activity.

Key factor of market equilibrium

We know that government wishes to market intervention. Otherwise there will be lots of laissez-faire in market mechanism. Trust is undeniable issue in market mechanism that's need government care to run effective governance.

For example, Recently Quota system and free access of garments sector in American market falls in threat. Government fails to cover trustworthy communication with international market about the rapid arson in garments factory. National markets also need government intervention to gain the trust of local investor and consumer.

Attach the government with civil society and general civic:

Civil society is the part of active governance process and they have the high-flying role in government prolific criticism. So, general people deem on this group for making effective policy of government. On the other hand government tries to create effective relationship with the civil society for welfare society. So, Trust is the inner element of this three-dimensional relation.

For example- Recently , the journalist couple murder (Sagar-Runi) and verdict rejoinder of government and the crucial diplomatic decision like taking grants from IMF with high interest and conditions created a gap between civil society and general civic with the government.

Accelerated the democratic practice

The constitution is the main foundation of power of people. In constitution of Bangladesh, article 7 clearly described that people is the all source of power. The people representative is elected by voting and they sits parliament to raise the voice of people. In Bangladesh though they have the legal power to exercise their right but reality is poles apart. People's trusts are declining towards politics because political parties have over excessive power on democracy. That's why Syed Munir Khuru published his article stating –"*Democracy of the powerful, by the rich and for the corrupt. (40 years of Bangladesh: way forward,v-1,daily star).* People are now have a diminutive conviction and trust in political party. Daily Prothom alo's statistics 2013 shows how Political trust is dilapidated. So, it's a crying need of Trust hooked on in governance.

Boost up the power of central government

Central government is now takes lots of inventiveness about local government. They transfer function, finance and freedom to local government to ensure effective government. So, people of rural area can easily access with the government. These are the steps for increase trust towards government and effective services. Though there is also have some criticism about the role of central government but still government try to keep committed with root level for acceleration of their favoritisms.

For Example

LGSP projects with UNDP and local budgeting proposition are the new contraption to get in touch with the root covering support.

Ensure the practice of good governance

Trust is directly related with good governance. According the conception of good governance trust is the main building block to establish this concept.

Heart of the social capital

Social capital is a multi-disciplinary concept. It means mutual trust and interaction among community members. Norms, values, Trust these word are considered as capital of society. Here, Trust is the important entity that is now considered not only heart of society but also the governance.
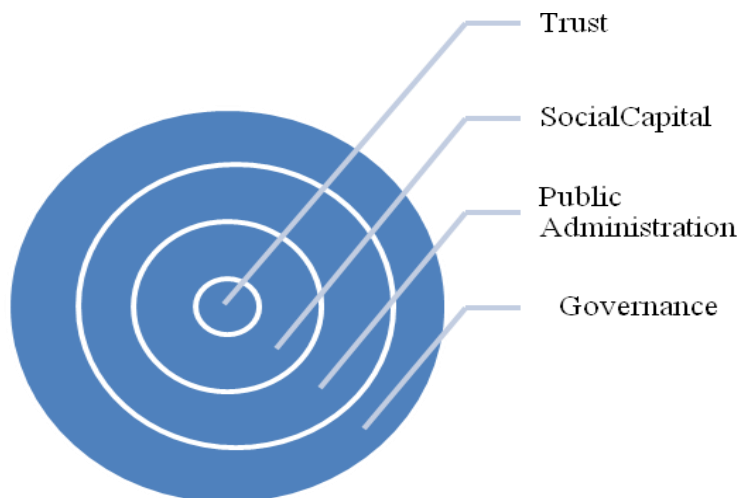
Diagram 1: shadow relation of trust and governance

From above this diagram we found that trust is a subsystem according the governance system. Where trust is the core value of social capital and it has a strong relation with public administration. So, we can say that Trust is at the central point of governance.

Measurement of trust in governance

"The best way to find out if you can trust somebody is to trust them."- Ernest Hemingway. In some contexts, individuals have difficulty accurately processing trust-relevant information. Often in such contexts, the law should intervene. Sometimes, the intervention should aim to promote more accurate trust levels, but at other times, it should not, instead seeking to mitigate the costs of the mistaken assessments. Trust is the concern that we only can feel and not easy to define. But we can take initiative to measure Trust in governance by different activities such as:

1. News papers ,private ,NGOs or donor based statistics or report : Suppose every year daily star, daily prothom alo published a report on governments activities popularity and aversion

2. Public opinion through media presentation.

3. Effective measurement by free fair election. Etc.

Now, we are going to describe the possible Trust and governance relation by a diagram:

Trust

Over trust in the state (politically)

Trust (mostly moderate)

Highly achieved trust (Expected Level)

State
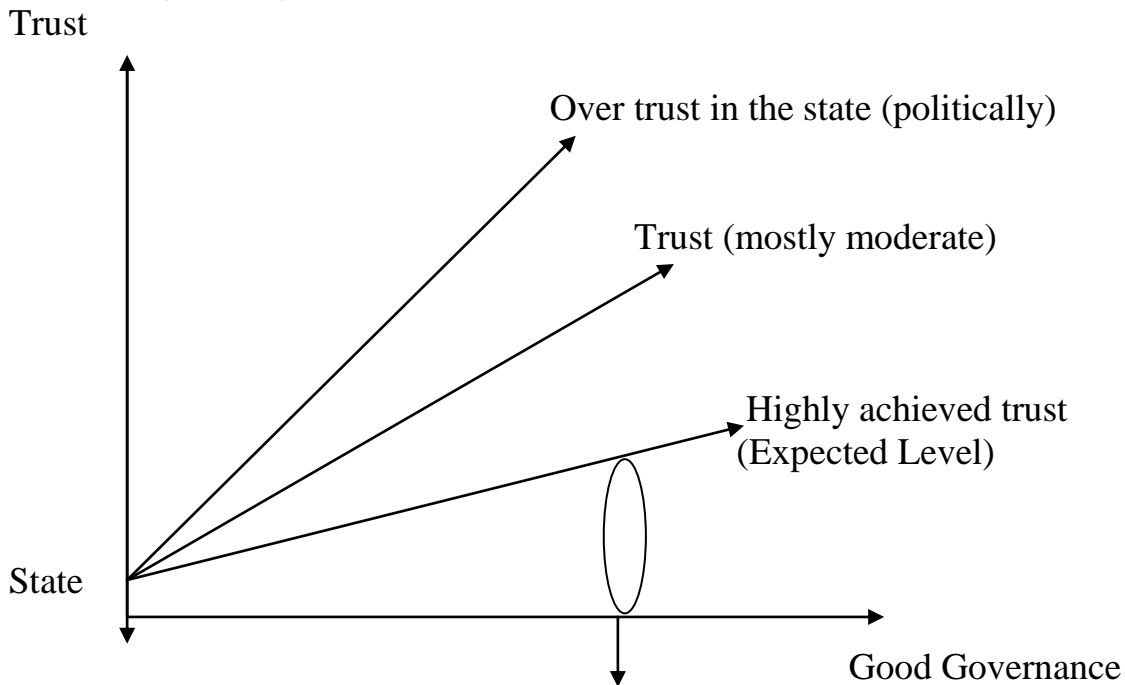
Good Governance

Distrust (Governance Failure)   this gap will always exist

From above figure we can say that *Trust crisis stage* has the larger gap with *Good Governance*. And we also found that, *Political over trust stage* also the reason of higher gap with *Good Governance*. Because, we know when there is stake or personal interest of people towards political government go higher than the effectively of serving may lower.

In, *mostly moderate trust stage***,** we institute that, naturally governance faces some criticism of serving in this time. Sometimes they take decisions in favor of their party. This circumstance we see in present state government activity.

And *highly expected trust level* is projected by state for effective government. After that, we showed a *gap stage* where it's impossible to reach because its rule of nature and society that serving quality of government in a governance process doesn't get total satisfaction. At last, it may cause *failure of governance* if society and state fall *highly distrust stage*. From above discussion we can say that, at present crisis of trust in governance is a serious blow in our collective ethos.

Trust and Social Capital

Propensity to trust in Public Organization Bangladesh: Trust Matrix

The term *'social capital'* is an umbrella term used by different social sciences to describe a web of related social phenomena - mainly the role that interpersonal relationships, club membership and social networks play in the efficiency of social exchange. There are *three* important dimensions of social capital: trust, clubs and networks. We will discuss about the relationship of Trust and Social Capital in this chapter. Besides this we will discuss about some trust matrix in the context of our public administration.

Definition of Social Capital

The concept of social capital has received considerable attention recently among sociologists, economists and political scientists. Irrespective of disciplinary focus, there is growing consensus among researchers that *three* leading figures: *Bourdieu, Coleman, and Putnam* have made great contributions. These three writers have been described as having created *'relatively distinct tributaries'* in the literature on social capital. Bourdieu and Coleman emphasize the role of individual and organization social ties in predicting individual advancement and collective action. By contrast, Putnam has developed the idea of association and civic activities as a basis for social integration and well-being. Despite these differences, all three of these scientists argue that social capital inheres in personal connections and interpersonal interactions, together with the shared sets of values that are associated with these contacts and relationships.

Lin refers to these connections as social networks, *"The social relationships between individual actors, groups, organizations, communities, regions and nations that serve as a resource to produce positive returns."* The major composition of network is size (the number of ties that a person has in his personal network) and heterogeneity (the tendency toward similar or diverse actors within a network).

Bourdieu developed his concept of social capital during the 1970s and 1980s as one of *three* forms of capital (economic, cultural and social) present in the structure and dynamics of societies. For him, social capital represented an aggregate of the actual or potential resources which are linked to possession of a durable network. He stressed that access to

social capital occurred via the development of durable relationships and networks of connections especially those among prestigious groups with considerable stocks of economic and cultural capital. In many ways, his thinking on social capital was deeply influenced by Marxist sociology. His work on social capital remains relatively undeveloped but it was crucial in establishing social capital as a field of study.

Sociologist James Coleman's study of social capital has been particularly influential. He incorporated his insights on sociology and economics into a rational choice theory of social capital. Based on his empirical studies of youth and schooling, he defined the concept of social capital as a —variety of entities that all consist of some aspect of social structures and facilitate certain actions of actors, whether personal or corporate actors, within the structure.He highlighted the difference between social capital and human capital.

Both Bourdieu and Coleman focused on individuals and their roles and relationships with other individuals within a network as their primary unit of analysis of social capital. The view that the actions of individuals and groups can be greatly facilitated by membership in specific social networks, specifically by their direct and indirect links to other actors in those networks, is most common among sociologists

Robert Putnam has played a leading role in popularizing the concept of social capital. He began his work on social capital studying institutional performance in Italy where he explored the differences between regional administration in the north and south of the country. After analyzing the evidence of institutional performance and levels of civic engagement, he used the concept of social capital to explain the differences in civic engagement he discovered. He defined it as- *"Features of social organizations, such as trust, norms and networks that can improve the efficiency of society by facilitating coordinated actions."* After studying American civil society, he modified his definition of social capital to *"Features of social life, networks, norms, and trust—that enable participants to act together more effectively to pursue shared objectives."* He identified *'participants'* instead of *'society'* as the beneficiaries of social capital. In his book *Bowling Alone,* Putnam argued that *"the core idea of social capital is that social networks have value…social contacts affect the productivity of individuals and groups."*He referred to social capital as *'connections among individuals'* social networks and the norms of reciprocity and trustworthiness that arise from them. In addition, to treating social capital as the relations that characterize the structure of social networks, Putnam regarded trust as an

essential element of the norms that arise from social networks; therefore social capital had two primary components for him; networks and norms, rather than three components: networks, norms, and trust.

In one sentence we can say that the rules, norms, obligations, reciprocity and trust embedded in social relations, social structures and society's institutional arrangements which enable members to achieve their individual and community objectives is Social Capital.

The Relationship between Trust and Social Capital

There is a close relationship between trust and social capital. Different scholars have defined this relationship in different ways. Now we will discuss about this relationship.

o Trust is closely related to social capital. Coleman (1988) contends that a system of mutual trust is an important form of social capital on which future obligations and expectations may be based.

o Putnam regards trust as a source of social capital that sustains economic dynamism and governmental performance.

o Nahapiet and Ghoshal treat trust as a key fact in the relational dimension of social capital. These different but related perceptions of the relationship between trust and social capital are partially the result of the close relationship between the sources of trust and the sources of social capital.

o Trust also plays an important role in Fukuyama's concept of social capital. He defines trust as a basic feature of social capital; it is a capability that arises from the prevalence of trust in a society or in certain parts of it.

Both Coleman (1988) and Putnam (1993) define trust as one key component of social capital. Likewise, Francois (2003) argues that trustworthiness is the economically relevant component of a society's culture and hence comprises its social capital. Trust is considered to be a precondition of healthy social capital for these researchers. A number of researchers offer different arguments on the relationship between trust and social capital. One school of thought considers trust a precondition of social capital while a second one regards trust as a product or a benefit of social capital.

1. Trust is a Pre-Condition of Social Capital

Organizational trust is the employee's confidence that the organization will perform an action that is beneficial to him. Much organizational trust is the same kind of trust that exists between individuals based on

reputation and experience, but it is more than simply individual trust. Fox points out that organizational trust consists of '*lateral trust*' trust relations among peers who share a similar work situation and '*Vertical trust*' relationships between individuals and their immediate supervisors, subordinates and top management.

Higher trust levels often typify organizations strong in social capital. An alteration in trust and shared values can change the amount of social capital that exists in organizations. Fukuyama argues that increasing social inter-personal trust might result in deeper and more sustainable social capital while destabilizing shared values could lead to distrust, resulting in a decrease in social capital.

A substantial literature demonstrates that where relationships are high in trust, people are more willing to engage in social exchange and cooperative interaction. Trust has been at the center of theorizing about cooperative and productive interaction for some time and is central to successful social cooperation both between and within organizations. Gambetta regards trust as a precondition of cooperation. Trust facilitates cooperation because it is like a pre-commitment, a tool —that we can use to impose some restraint on ourselves and thus restrict the extent to which others have to worry about our trustworthiness.

Organizations based on generalized trust, shared norms and cooperation instead of hierarchy or hierarchically defined carrots and sticks, formal monitoring and economic incentives, facilitate the adoption and effectiveness of flexible or high-performance work practices. Sonnenburg also has argued that a high level of trust within an organization can help to reduce employee turnover. Konovksy and Cropanzano find that trust in management is significantly correlated with turnover rates. In Japan, the most important characteristic of organizational management is the notion of lifetime employment. Fukuyama argues that the relationship between employment security and productivity is mediated by trust.

From *governmental point of view*, we want that government will provide efficient service. But it is not possible for government to meet all the needs of the citizen. Based on this relationship trust level of citizen towards government changes. When inter personal trust level will be higher than social capital will be strong of that country. On other hand when trust level will be lower social capital will be weak.

2. Trust is a Product of Social Capital

Trust-based connections that characterize social capital lead to the development of increased trust as people work with one another over

time, so trust is also a product or benefit of social capital. Employment practices in organizations with high social capital may enjoy longer job tenure and more reciprocal labor-management relations that lower transaction costs and bring about higher-performance work practices. Stable employment relationships can serve as efficient solutions to the uncertainty and hazards of economic transactions. Employees in stable employment relationships have some insurance against exploitation and a rationale for developing specific knowledge and skills.

Employers, in turn, can benefit from human capital development and achieve lower turnover rates because of the heightened job security employees feel. Professional development opportunities and job security demonstrate an organization's willingness to place trust in its employees. In return, employees are more likely to exhibit high trust in management since they are offered opportunities to develop professionally. Therefore, there will be less *'voluntary turnover'* avoiding losses to organizations when individuals who are successful in creating social capital decide to terminate an employment relationship. Loss of human and social capital resulting from voluntary turnover may dramatically damage social capital with consequent negative effects on organizational performance, since these high-performing individuals might maintain strong network ties to external stakeholders, customers and suppliers.

Trust grows from and contributes to transparency at a firm. Meetings, weekly reports, and detailed information concerning works in progress will let colleagues know what people are doing. Clear and consistent promotion and compensation policies will also lower suspicion among employees. All these help build trust not only among colleagues but also trust towards the *'system'* of organizations.

Leaders in organizations with high social capital establish trust by behaving fairly, reasonably, and consistently. Appropriate and respectful employee monitoring policies can also support trust between employers and employees.

In a country when there will be high social capital, means job security, good performance of citizen, transparent and accountable government then citizen will have greater trust on government. In other wards distrust will create with corrupted and inefficient government.

Propensity to Trust in Public Organization of Bangladesh- The Trust Matrix

Trust is both and emotional and logical act. Emotionally, it is where you expose your vulnerabilities to people, but believing they will not take

advantage of your openness. There is a trust crisis in our administration. In Bangladesh public sector or our public administration is not working well. There is nepotism, corruption, red tapism and so many irregularities. So general people are losing their trust and distrust is increasing day by day. In this part we will discuss about three trust matrix that will describe the nature of trust of our public administration.

Smart Trust Matrix

Trust creates the foundation on which truly successful organization/ relationships stand. Now here's the key part – this ability (the first job of a leader) is the prime differentiator between managing and leading. A vital component is to extend '*Smart Trust*'. The paradox of trust is that we don't give it until we receive it, but we cannot receive if we do not give. Stephen and Greg do an outstanding job at describing how to create a trusting environment and the five actions of '*Smart Trust*'. Now we will describe about the smart trust matrix with vital examples from our public administration and from whole country incidents.

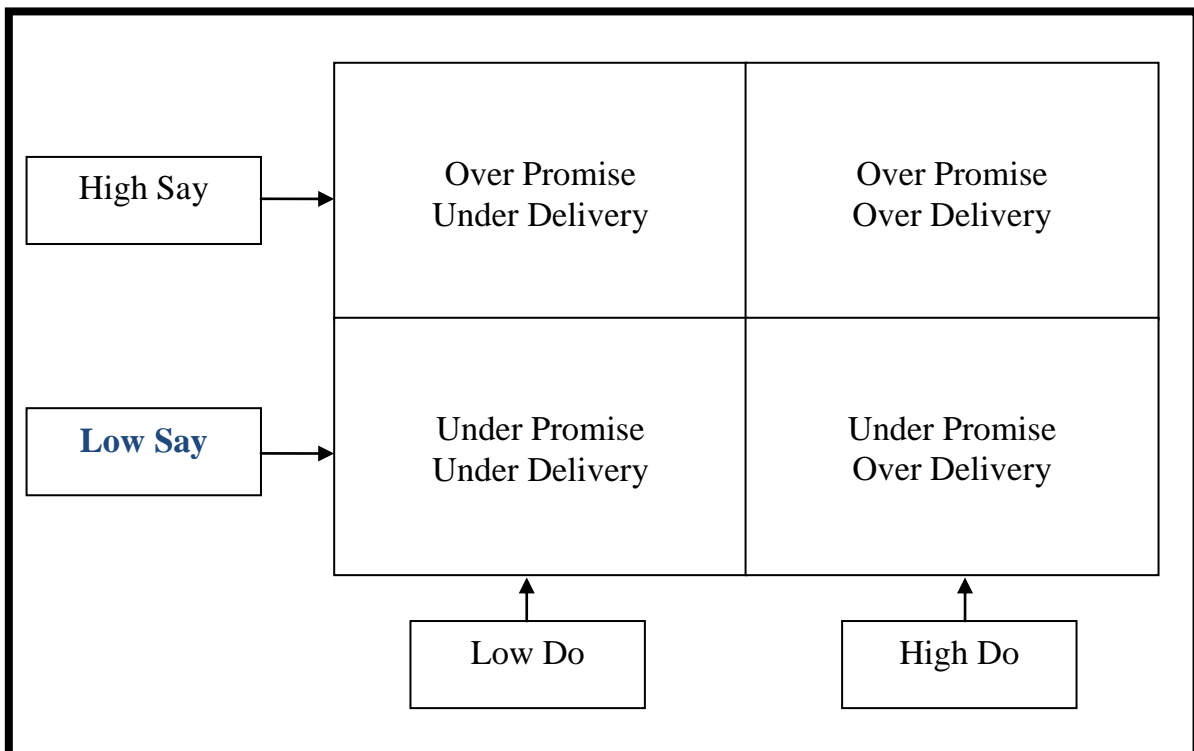|	Over Promise Under Delivery	Over Promise Over Delivery
High Say →		
Low Say →	Under Promise Under Delivery	Under Promise Over Delivery
	↑ Low Do	↑ High Do

Figure: Smart Trust Matrix

Say/Do Combinations

Low Say/Low Do=Under promise and Under deliver

There is less promise and less delivery of service. Government will not promise more, so they will not have to serve more. *For example*, Water and Sanitation Authority (WASA), Telecom and Telephone (T&T) are

our two important public sector organizations. The population of WASA has exercised a significant degree of resilience to an agency that has failed to provide a basic service for more than half a century. In this respect we suffer from a Third World syndrome—an enormous ability to suffer silently while a utility operates in a medieval manner. As a resident of Glencoe where water shortages have been common for 20 years or more a proper diagnosis of WASA's inefficiency needs to be conducted. However they do not promise us to give better service delivery. WASA promised us to provide water and they do that. The water that they provide us is clean or smelly or dirty is not their concern. In another example, to get T&T line is very difficult in our country. T&T authorities do not promise us to give timely service, for this reason if our phone become dead then we have to wait almost a month to repair it.

High Say/Low Do = Overpromise and Under deliver

So many promises are made but they are not real. In our country in the time of national election political leaders promises many works to do. But in reality they break all citizens' promise. In 2009 when Grand Alliance came into power they promised us for Digital Bangladesh. But after five years they do not complete their promise. For this reason according to Daily PrthomAlo only 19% people trusted present government.Another example is, The Shahbagh movement promised much but petered out because it had a narrow agenda focused on war criminals only. Bangladesh would sure be a better place without the war criminals and their politics of religious bigotry.

Low Say/High Do = Under promise and Over deliver

We are not making promises but giving services. It is not realistically possible. People do not give service without promise. For winning an election government always promises to citizen, so that they can get more votes. After election they forgot every promise, so there is no chance of under promise and over delivery.

High Say/High Do = Over promise and Over deliver

It is the most desirable state. Service is delivered according to the promises. This condition is absent in our public sector organizations. But it is present in private sector organization. For example, almost all mobile phone companies promises us to give efficient service. Whenever we find any problem we can easily contact with customer care service and they solve our problem. Like this, private banks also provide us efficient services.

For building trust-

"Say Do Co" = "Say what you'll do; Do what you say; Communicate if you find you can't"

Extending Smart Trust Matrix

The levels of trust, for example blind trust and smart trust, and helps us understand how to use judgment and analysis to make smart trust work.

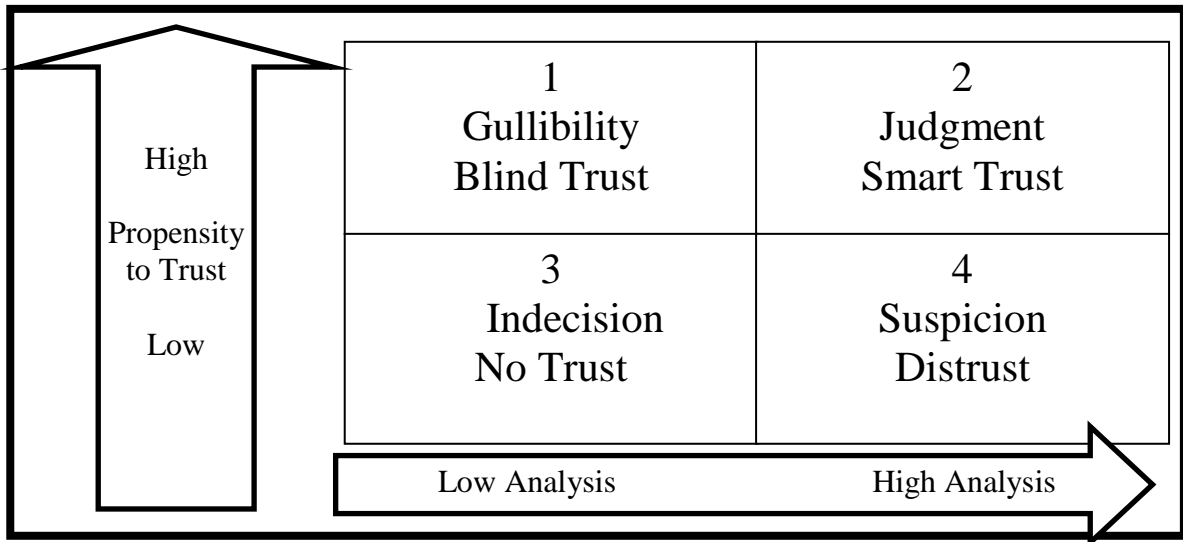|	1 Gullibility Blind Trust	2 Judgment Smart Trust
High Propensity to Trust Low	3 Indecision No Trust	4 Suspicion Distrust
	Low Analysis	High Analysis

Figure: Extending Smart Trust Matrix

The Trust Matrix (pictured at the right) describes four quadrants of trust. The vertical axis is a measure of one's propensity to trust. The horizontal axis is a measure of degree of analysis.

   Zone 1 is characterized by *gullibility*. This is a person with a high propensity to trust combined with low analysis. It means blind trust. *For example*, in a democratic country like Bangladesh voting for the preferred candidate or the political party is the only way to exercise the political power. Bangladeshis have been exercising this power in a very interesting manner. A democratic country like Bangladesh voting for the preferred candidate or the political party is the only way to exercise the political power. Bangladeshis have been exercising this power in a very interesting manner.when a candidate stands for an election, we do not choose him/ her by his experience or good will. We support that candidate who is nominated from our supported political party. So, we have a blind trust towards that political party.

   Zone 2 is characterized by *judgment*. This is one with a high propensity to trust combined with a high degree of analysis. This is the ideal quadrant. *For example*, when we become sick we go to the hospital. Now in which hospital (public/ private) we will go for treatment is

determined by our judgment not by our propensity. Since private hospitals are not subsidized and depend on income from clients (i.e. market incentives), they would be more motivated than public hospitals to provide quality services to patients to meet their needs more effectively and efficiently. This premise was supported. Patient perceptions of service quality and key demographic characteristics are used to predict choice of public or private hospitals. Patients get better service from Square or Popular Hospital then Dhaka Medical Hospital. So they try to go to private hospital for better service.

Zone 3 is characterized by *indecision*. This is one with a low propensity of trust coupled with a low degree of analysis. Zone three is the worst zone. It is high risk and low reward. *For example,* usually when general people think about Public Administration, they do not have any information about the administrative system, but they have distrust about that process. Because there are corruption, red tapism, nepotism and so many bad things that affect the administrative system. After independence all these practices are going on. So citizen suffer from indecision, that when they will go to a public organization for service what will they get good or bad service.

Zone 4 is characterized by a low propensity to trust coupled with a high degree of analysis. It means *suspicion*. This zone will decrease trust and speed. It limits collaboration and teamwork. At the end of the day you are left with a single point of view (yours) which may be skewed. *For example,* when a new road, highway, over bridge or flyover constructed in our country then citizen suspect that it may be demolished like previous incidents- flyover collapse in Chittagong, over bridge collapse in Elephant Road etc. The Bahaddarhat Flyover Tragedy occurred on 24 November 2012 when steel girders collapsed in the suburb of Bahaddarhat in Chittagong, Bangladesh, killing seventeen people. It was 7:30 pm, when suddenly three girders fell down from a flyover (overpass) during construction.

Many competent managers never become leaders because they never learn to extend trust. They live in the suspicion quadrant. Many of them pay lip service to the concept of extending trust, however they continue to micromanage. They don't give others the stewardships (responsibility with a trust) that engage genuine ownership and accountability bring out people's greatest resourcefulness and create the environment that generates high-trust dividends.

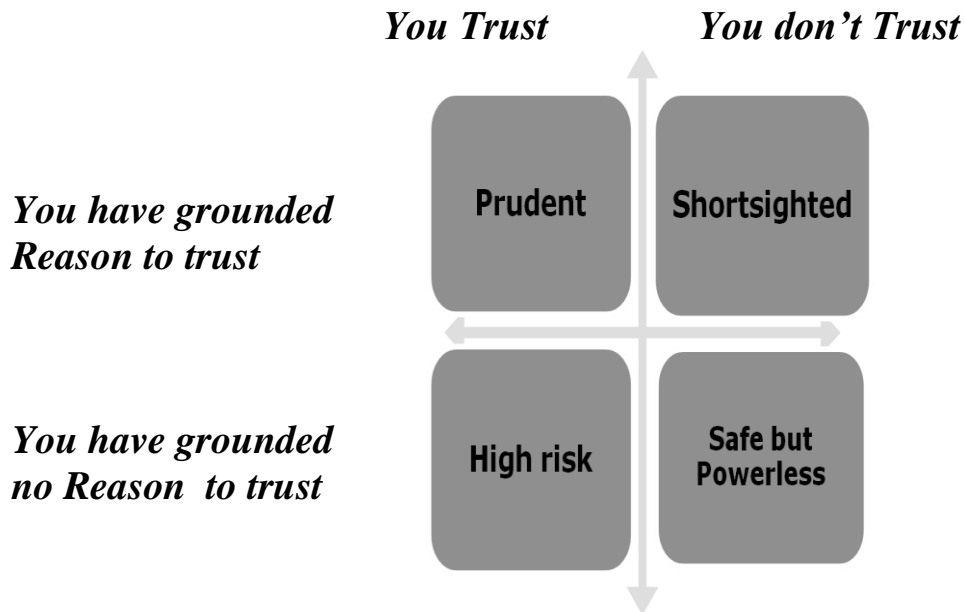**Reason to trust and not to trust in governance**

Figure: Reason to Trust and Distrust

There are different reasons for trusting or distrusting a person. In this matrix we will discuss about when we trust government or distrust government. There are *four types* of trust in this case;

Prudent

You trust the person that you are dealing with, and you have a history of reasons to trust them. This is the day in and day out of business. *For example*, the University of, is the oldest university in modern Bangladesh, it gained a reputation as the "Oxford of the East" during its early years and has been a significant contributor to the modern history of Bangladesh. Every one trust Dhaka University that it has the best faculty members and they will provide quality education to the students. For this reason every year millions of students compete in the admission test to get a chance to study in this reputed university.

Shortsighted

In the category to the upper right, *"you don't trust"* but you have a reason not to trust the party that you are dealing with. For example, unlike every year, medical admission test held before all other admission tests of other public universities. On the previous day before the exam, many students bought scan images of question paper of medical admission test with high prices. The questions were answered. This Question leakage of Medical Admission Test hampers the education system. For this reason we do not trust the medical admission system.

Safe but Powerless

The lower right quadrant is safe- for you might have reasons to not trust the parties that you are dealing with, and correspondingly, you decide not to trust (and not to take action together). Most of the citizens in Bangladesh do not trust our police force. Most of the time we see traffic police take bribe from the vehicle drivers and other officers are not willing to provide service to the citizen.

High Risk

The fourth quadrant- to the lower left- is where real risk and therefore real opportunity is. In this quadrant, prospective business partners have little certainty on working with each other. For example during the last decade the state power has been shifted to two major political parties periodically. The reason was the agony of common people caused by the corruption and misrule of the ruling party during their 5 year term. Both the parties could not satisfy us, but we give them vote with high risk that in the next time they will bring change in their attitude and service.

From the above discussion we can say that trust is decreasing in our country in a high rate. So to restore trust we have to build strong social capital among the citizen of the country. Because only social capital can ensure trust and trust can ensure social capital coincide.
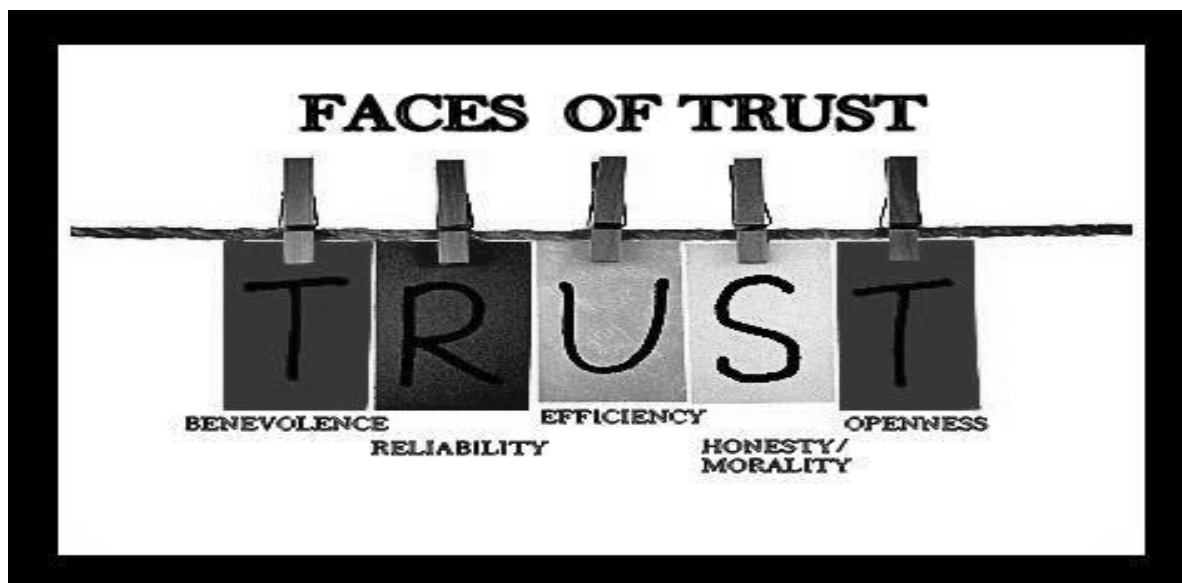
Chapter Four

Benevolence

The most common face of trust is the sense of benevolence, the confidence that one's well-being or something one cares about will be protected by the trusted person or group. One can measure on the good will of the other to act in one's best interest. In an ongoing relationship, future actions or deeds may not be specified but only that there will be a mutual attitude of good will. Trust is the assurance that the other will not exploit one's vulnerability or take excessive advantage from one even when the opportunity is available. Trust involves the— accepted vulnerability to other's possible but not expected deliberate malice.

Types of Benevolence: Benevolence can be categorized into two parts:

- Personal Benevolence

- Impersonal Benevolence

Benevolence may be implying on specific person or group. The research tested that the benevolence is related to the degree of government's collaboration with opposition parties on important aspects of various decision making. The assumption that benevolence is a key element in collaboration with opposition parties on government decision making process and its implementation.

For example, since the independence every government came in power pledging not to work against public interest. They have come to represent on behalf of general people. But in practice, they made firm political commitment through the practice of boycott absenteeism and delayed attendance in the session of parliament. But they don't practice their committed words by function. In Bangladesh political parties whether big or small, become most visible during election time. At other times they organize protest meeting, riots if they are in opposition and bring out processions in support of government policies and actions.

Criteria of Benevolence

- True benevolence

- Mutuality

- Collective bargaining

- Artisan help

- Constructive criticism
- Counseling
- Expectancy

Benevolence is an internal matter, it's not external. Trusted person or group must purify their mindset. It should like if trusted person or group face in any kinds of danger, other people including opposition parties come forwards to remove the danger and problems. All parties must bargain collectively to reach in a decision about how to solve the problems on behalf of general people. If government is in need of any artisan help, the opposition parties must provide their assistance and cooperation to solve the problem. On the other hand, if government takes any decision or formulate any law against public interest which is detrimental to general people, only on behalf of government's political gain then the opposition parties should criticize and counsel the government.

Consequence of absence of benevolence

The decline of trust in government since World War II is frequently considered one of the most important political problems in present political atmosphere over the world. The general normative argument is that better informed citizens can actively and constructively contribute to decision making on policy issues, regulatory requirements, and even service levels in all but the most technical areas. This improves information and involvement; in return it will help to achieve better results.

Benevolence and Effective Parliament

While the all pillars are interdependent, each contributing to the strength of the other, the role of an effective parliament is sin qua non for the parliamentary function effectively. Elected members of parliament can be at the forefront of the fight against absence of benevolence. An elected parliament has the legitimacy, responsibility and the means to hold the executive accountable. The legislative body as a whole and the standing committees in particular, acting as people's representatives are expected to ensure that the government, its various ministries and departments follow rules and procedures of transparency, accountability and efficient governance. They are also in a position to investigate allegations of absence of benevolence and recommend appropriate preventives as well as punitive measures. The extent to which a Parliament can deliver on such counts depends again on the political will at the highest level and on how effective the parliament itself is. The Parliament and the members of

parliament are the bridge between the state and society. They are expected to play the most important role in promoting and strengthening the values and practices of accountability, transparency and participation. Accountability is the degree to which a government can be compelled to explain or justify what it has done or failed to do with respect to commitments made at the time of being elected to power. The parliament, acting on behalf of the citizens has the responsibility and capacity to hold the government accountable. They can do so through legislative debates, articulating citizen feedback and strengthening democratic institutions including the media. But above all they can do so by establishing effectively and independently functioning committee systems without political bias and fear or favor to anybody.

Accountability can be established when a healthy balance of power exists between the key organs of the state – executive, legislature and judiciary, when each can discharge its designated functions effectively and when no one takes absolute control. The same balance is required between levels of government from the national to the local. Any imbalance of power invites fatal risks for not only accountability but also good governance. On a wider plane, accountability needs healthy balance of power between the state, civil society, the corporate sector and international actors with no one among them being in a position of extraordinary control. A vital prerequisite for transparency is the availability of accurate and timely information. To be able to hold the government accountable for its actions or inactions the citizens must know what to expect from their government. Transparency, as a precondition itself for accountability and good governance, also requires that the roles and responsibilities of and between the various institutions that are part of the government and governance process are clearly delineated.

Benevolence and Public Participation

Public trust increases when public officials demonstrate integrity, honesty and moral leadership and when ethics are institutionalized in government through the process of Participation. The administration should demonstrate to the public that the participation process eventually leads to the improvement of public services the administration should demonstrate to the public that the participation process eventually leads to the improvement of public services. Also important to the administration is the realization that the process of consensus building and information exposure should be viewed by the public as a part of administrative effort to produce results desired by the public. Yet even

successful consensus building and accountability alone do not gain public trust. The strategy should stress the improvement of administrative ethical behaviors. The public should strongly perceive the integrity of administrative behavior during participation. Public trust is further enhanced when ethical competencies are institutionalized through training sessions, workshops, codes of ethics and the like.

Political Costs of Benevolence

Politicians appear to benefit from absence of benevolence, but in real terms and ultimate analysis absence of benevolence is highly damaging for politics and expensive for politicians.

It affects quality of governance. In fact, between governance and benevolence there is an *egg-n-chicken* relationship–absence of benevolence leads to government failure and in turn government failure leads to further failure in governance. But there is no doubt that when absence of benevolence gets deeper and wider the legitimacy and credibility of the political process become more and more undermined. Fighting to revive benevolence must be a concern for politicians because it:

- Leads to substitution of personal or group interests for political interests, principles, values and commitments;
- Erodes government's capacity to implement and enforce laws and policies;
- Undermines the image of politicians and credibility of politics, increasingly associated with profiteering and black money;
- Encourages politics for business and pecuniary interests, limits it for the rich and makes politics difficult for clean and credible people;
- Undermines public trust in government, politicians and political institutions and processes, especially in the public representatives, elections and election processes;
- Increases politicization and undermining of the national integrity system, especially the key institutions like the bureaucracy and public service, law-enforcing institutions like police and the judiciary;
- Encourages concentration of power in embedded network(s) based on patronage, cronyism, nepotism and favoritism;
- Undermines political competition and reduces the space for political participation;
- Creates and widens gap and disconnect between politicians and the people leading to increased suffering of the latter and disillusionment about politics;

- Impedes the development and sustainability of an open and democratic political system and process; and finally

- Politics becomes synonymous with personal and group patronage rendering elections into an exercise of patron-client relationship and delivery of direct benefits to powerbase and constituents, rather than a credible choice for representing public interests.

Benevolence and Local government: the reality

Before coming in power present government promised that power must be decentralized in Union Parishad, Upazilla and Zilla parishad level and local government will be strengthened, but after ascending in power they didn't decentralize the power moreover all party power and government power have been centralized in prime minister. Local government, the foundation of democracy became weak to weaker. MPs were made the advisor of Upzilla Parishad and getting their advice was made compulsory for Parishad which weakened the Parishad. Administrators in district level have been appointed on political basis. In nutshell, we can say that like all previous governments present government also didn't fulfill their oath and lost credibility of people.

Chapter Five

Reliability

The crisis of trust and transparency in Bangladesh governance stems from a crisis of leadership. Are good leaders 'born' or 'made'? How would you rate the quality of the leaders of Bangladesh in terms of trust and transparency as well as reliability? The answer to these questions is about reliability.

Trust is fundamental to fostering loyalty, dedication and productivity. Transparency is the foundation on which trust is built through the Pillars of Trust is: transparency, integrity, and confidence or reliability. The Pillars of Transparency are: effective communication, ethical governance, and honesty.

Trust and transparency are critical components for – organizational stability, ensuring a confident and motivated workforce, and facilitating success —For it is mutual trust, even more than mutual interest that holds human associations together." H. L. Mencken.

Building trust and imbuing transparency is therefore a burden of leadership. This burden derives from —"the obligation or responsibility imposed on a person in whom confidence or authority is placed"

Trust is an abstract thing. Everything is connected with other in a relationship of trust. So, everything on the earth depends on trust, because trust is the basis of all. That's why trust is a very much precious & valuable things in the Universe. If trust is broken or seeks a crisis of trust there will be nothing exists and everything will collapse. Trust is greater than reliability though it seems alike, there is some difference between this two.

"Reliability is like the air we breathe; when it's there nobody notices, but when it is gone, everybody notices" Warren Buffett. Reliability is one of the most important elements of trust.

Trust is element acting between individuals and groups within organizations like government and it is a highly important ingredient in the long term stability of the organization and the well being of its member (*Cook and Wall 1996*).

Notions on Reliability

 Many scientists have paid attention to the problem of defining reliability, but a comprehensive and universally approved definition has remained elusive.

In the psychometrics, reliability is used to describe the overall consistency of a measure. A measure is said to have a high reliability if it produces similar results under consistent conditions. For example, measurements of people's height and weight are often extremely reliable.

Reliability refers to the consistency of a measure. A test is considered reliable if we get the same result repeatedly.

In Wikipedia, the free encyclopedia Reliability is defined as the ability of a system or component to perform its required functions under stated conditions for a specified period of time.

Reliability is the extent to which one can count on another to come through with what is needed. Reliability combines the sense of predictability with benevolence.

Predictability alone is insufficient as a person can be consistently malevolent. What is requires from another person or group might be something tangible (e.g. raw materials from a supplier) or intangible (e.g. willingness to listen). Most interaction does not take place simultaneously but unfold over time. There is a lag between when a commitment is made and when the recipient knows that it has been fulfilled.

The degree to which a person believes that outcomes will be forthcoming and positive reflects the extent of trust.

In general, reliability is the ability of a person or system to perform and maintain its functions in routine circumstances, as well as hostile or unexpected circumstances.

Features of reliability

There are some preconditions of reliability by which we can obtain it or easily understand it. These are as follows:

Consistency or repeatability

It brings same result with the same input in different time. The physical nature of a substance, or when someone always behaves or performs in a similar way, or when something happens in a similar way is called consistency. No free man shall be taken or imprison or desseized or exiled or in any way destroyed nor will we go or send for him, except

under a lawful judgement of his peers and by the law of the land". *Magna Carta*

In thirteenth century Bracton, a judge in the reign of Henry III wrote- "The king himself ought to be subject to God and the law, because law makes him king."

It means rule of law where everything will be according to the existing rule & law and everyone will be ruled by law. The ruler and the ruled must be subject to law and no one is above the law and hence accountable under the law. It implies the supremacy of law and the recognition that the law to be law cannot be capricious. So there will be prevail a situation of predictability that someone can predict what will be consequence of something before it happens because it always brings the same result from the same given input. But if this situation doesn't prevail there will be a crisis of reliability.

For example

In 2013 we found that the managing director of Smart fashion was arrested for accused to kill four workers in his organization in a fire accident while there was no fire safety net. On the opposite we have seen that managing director of Tazreen fashions is also accused to kill 123 workers of his organization in a same fire accident but he was not arrested. So we found difference between these two situations in output that refers that reliability doesn't practice here. (The example has taken because all have considered as a global concern).

Well disciplined & well structured:

Another important feature of reliability is discipline. Discipline is the practice of training people to obey rules & orders or a code of behavior and punishing them if they do not; the controlled behavior or situation that result from this training. In other way discipline is the training which produces obedience (=willingness to obey) or self-control, often in the form of rules, and punishments if these are broken, or the obedience or self-control produced by this training. There must be some code of conduct in any organization. If there is no discipline or someone violates it then the organization will loose reliability. It is expected that here everything will be disciplined, nothing will be undisciplined. There will be less or no violation of law & rule and no anarchy. *For example*, In practice we often see that our members of the parliament violate the code of the conduct of the parliament in various ways but they are rarely punished. So our representative or members of the house are not reliable as well as the governance also.

Conformity with the legality

One of the most important preconditions to gain reliability is conformity with the legality. It refers to the situation where will be no variation of legality with the legality. The legal procedure and the real situation should be alike. If there is no conformity with the legality that happens in practice, then there must be a crisis of reliability as well as trust.

For example

According to article 27 of the Bangladesh constitution; every citizen before law is equal and equally protected by law. But in practice the scenario is different. Someone is getting bail in a non-bailable case like murder such as Biplob, Bikash etc. On the contrary to that, some innocent boys like Limon, Abdul Kader are being harassed by law enforcing agency. (The example has taken because all have considered as a global concern).

Capability

Efficiency & effectiveness are very much dependent on capability because it means right thing in right place. It is the power or ability to do something or the physical or mental power or skill and qualities needed to do something. Capability refers the capacity to do a particular task. Someone who has assigned to do a task but doesn't have capability to perform it than certainly it lose reliability.

For example

The responsibility of electricity generation is given to Otobi, a furniture generating company who have not the pre experience to do it as well as capability also.

Acceptability:

The act of agreeing to an offer, plan or invitation is called acceptability. It refers to the capacity to meet the public demand & satisfaction. There is a rate & limit of public acceptance in everything. When a particular product is being failed to get its demand to the public or consumer then there must be a crisis of reliability and trust as well.

For example

There is a public acceptance about law enforcing agency like police that they will protect the law of the land and prevent someone to commit crime (according to the constitution of Bangladesh). But in practice we see that Bishwazit had to die in front of the police and Yasmin was raped

& sexually harassed by the police. (The example has taken because all have considered as a global concern).

Ethics

Telling the truth will get us far.
Being transparent will get us further.

Ethics is mores, values, norms through which someone justify morally what is right or wrong. It is one of the important preconditions to achieve reliability. It is the branch of knowledge concerned with the moral principles governing or influencing conduct. Usually ethics is a system of accepted beliefs which control behavior, especially such a system based on morals. Every organization or person must have a code of ethics. If someone doesn't have any code of ethics then he can do anything like corruption, crime, bribery etc. So ethics is very much important in life.

Finally we can say that reliability is an abstract thing that regards to trustworthiness, faithfulness, loyalty, dependency, constancy and to keep the promise that has been kept. To obtain reliability there are certain preconditions that have to be fulfilled. As the most of the governments of Bangladesh failed to fill these particular conditions because they are not reliable towards the citizens. As we see in a survey in 2013 done by a prominent daily newspaper of Bangladesh named "The daily Star" that only 19 % of the citizens think that the government is reliable and the rest 81% citizens think government failed to achieve their reliabilities. In another reports done by BBC Bangla, a British broadcasting media, we see that 35% Bangladeshi people think almost all governments were abortive to be reliable & trustworthy to the citizen. That's why they think Bangladesh is not safe expected place for their next generation.

So we want to say that as the government come into power with the mandate of the citizens they have to be reliable to the mass people because trust as well as reliability is the base of everything.

Competency/Efficiency

Approach of competency or efficiency

Competency is the ability of an individual or group or organization to do a job properly. It refers the ability or quality which enhances the performance of personnel and increases the level of trust to the people. Governance is the mechanism by which a government operates its functions. Efficiency is one of the most important pre-requisites for developing trust in any governance system. The level of performance of public personnel in governance can be improved by acquiring efficiency and they can be able to be trustworthy to the people. On the other hand, one of the important reasons behind the crisis of trust in governance is inefficiency. The cabinet and public officials are the important part of the governance. If they do not perform their assigned tasks, people would not trust them.

Bangladesh has been at the bottom of a number of accountability, transparency and corruption indexes over the last decade. The rule of law is weak here and there is limited bureaucratic transparency. The political machinery involves deep-rooted patronage systems and public officials often have vested interests in their positions. High-ranking officials and well-connected business people enjoy virtual immunity from corruption and other misdeed charges. It has undermined the rule of law and has weakened the institutional basis for strong governance. Words like uncertainty, unwillingness, unexpected and unwanted kept cropping up with frustrating developments in the areas of governance hitting the headlines throughout the regime of current and last few governments. There is an increasing recognition in the public domain that the aspects of poor governance have substantial adverse effects on the efficiency of governance and the perception of the people. So they have not enough trust on the operations of government.

The main indicators of strong governance are ensuring accountability, transparency, participation, responsiveness, rule of law and combating corruption. In Bangladesh, how these aspects affect the level of efficiency which reflects the parameter of trust, discussed in the followings by focusing on the current governance system:

Corruption

Corruption is one of the leading obstacles to acquire expected efficiency in the governance process. It is the poor in the society who are often the hardest hit by the effects of corruption, being the most reliant on public services and the least practice of paying the high price for those services due to the associated fraud, bribery and other forms of corrupt activities. Corruption is often viewed as exacerbating conditions of incompetence in a country like Bangladesh which is already struggling with the strains of administrative difficulties. In Bangladesh, corruption occurs by the following ways:

First, corruption has a great impact on poverty by influencing governance factors, which in return affects poverty levels. For example, corruption erodes the institutional capacity of government to deliver quality public services, transferring public investment away from major public needs into capital projects (where bribes can be sought), lowers compliance with safety and health regulations and increases budgetary pressures on government. These serious challenges to governance practices and outcomes affect on poverty.

Second, corruption has exacerbated income inequality in Bangladesh. Lower income households paid a high proportion of their income in bribes.

Third, the development initiatives are hampered by a cumbersome bureaucracy and pervasive corruption at all levels of government. The government has been seeking to implement investor-friendly policies but implementation has often proved complicated due to the fragile and shifting political situation, insecurity and pervasive corruption.

Allegations of corruption in various projects are nothing new in Bangladesh. It has happened in the past and will continue in the future. It is a sorrowful factors that when an entire nation has been suffering for the actions of just a few people. If good governance means absence of corruption, then vigorous presence of corruption has buried that prospect. The government also could not go tough on corruption and put up a fight as per its pledges to eliminate bribe, extortion and against those having undisclosed and black money and loan defaulters.

For example

The Padma Bridge has become a highlighted example of how corruption impedes the country's infrastructure development. The World Bank has claimed to have found credible evidence of a high-level corruption conspiracy among selected government officials involved in the Padma

Bridge project. The government shares the blame for the predicament in which it finds itself today. Allegations of corruption in this project have been circulating in both the domestic and international arena for some time now. Credible evidences were presented to the government. But in a misguided effort to protect a few, attempts were made to sweep the allegations under the rug or question the motivation of the whistle-blowers. Instead of being proactive, the government was defensive. (The example has taken because all have considered as a global concern)

According to a source in the railway's establishment department, a section of railway ministry officials, ruling party men and Rail Sramik League members have been out to make money through appointment business since the government six months ago decided to recruit 7,500 people to Bangladesh Railway. The authorities already hired about 3,000 persons who bribed the people in power and with connections. Also, the pro-AL Rail Sramik League managed to control the 30 percent quota reserved for the dependents of railway employees. A total of 1,611 railway employees 1,128 in the east zone and 483 in the west zone were recruited between August, 2010, and February last year. Of them, 624 were appointed in the east zone after the expiry of the February 11 deadline.

Arrest of former railway minister's assistant personal secretary in midnight with a sack full of money appeared as another example how huge amount of money has been transacted as bribe for railway jobs. The public impression is that former railway minister was involved in the scandal. But Prime Minister Sheikh Hasina ignored public impression and kept the former railway minister in her cabinet as "a minister without portfolio" although he had resigned from her cabinet after the scandal.

Most of the Bangladesh Telecommunication Limited (BTCL) customers have to pay an average of Tk 6,000 as bribe for telephone connection revealed a report of Transparent International Bangladesh (TIB). It also reported, there are a lot of lack of good governance in government's telecom sector.TIB also identified telecom ministry's interference in BTCL as one of the major hurdles to establish good governance even it is an autonomous private organization. In the current nine-member board, BTCL has only three private sector representatives although it is a public limited company.

In 2012 we have witnessed a furor caused by Tk.3,547 crore loan scam in a branch of the Sonali Bank where a little-known company named Hallmark had alone siphoned off Tk.2,500 crore. It is in the air

that this huge amount of money has been given to the company by Sonali Bank, Ruposhi Bangla branch, in completely irregular way which has been misused by the company. This is alarming news for our banking as well as the financial sector as a whole. Its failure to take decisive actions against plunderers who embezzled thousands of crores of public money from the stock market and through the Sonali Bank-Hallmark loan scam also reduced public confidence in it. After this huge Sonali Bank scam common people might lose their trust in the banks. They will not find it secure to keep their money in the banks. Many of them may even be tempted to withdraw their deposits in fear of a collapse of the banking sector like the share market collapse. This situation reflects the lack of governance and overall control of the Banks Board of Directors, because they should have exercised their supervision and control over such a huge amount of loan.

Responsiveness

It is a common scenario in Bangladesh that lack of proper response affects the potential efficiency of governance. Limited infrastructural opportunities, lack of willingness of the government, bureaucratic complexities etc. are the main causes of poor responsiveness. In past, the governments of Bangladesh were failed to fulfill the expectations of the citizen because of poor responsiveness. At the same way, many development projects are delayed in the tenure of current governance.

For example, it seems that the upgrading project of the most important link between the capital and the port city is being constantly hamstrung by various glitches. It speaks of the tortuous bureaucratic process that besets our development plans. Conceived in 2006, the project has not yet completed even six years after the tender was floated in September 2006. Begun four years ago, only 35 percent of the expansion work has been completed so far, making the project difficult to finish by the expanded deadline (December 2013) too. The communications ministry has mostly been silent about the difficulties and slowness of the Tk 2,382-crore work.

The project was cancelled twice in 15 months up to July 2008 for one reason or the other, among which were matters related to tender documents, violation of the PPR as well as difference of opinion between the ministry of communications and the RHD. The launch of the 4-lane highway scheme may not commence for another year and the news is disconcerting. Frequent change of project director is one of the major reasons for the inordinate delay. It is unbelievable that the project has

seen as many as seven project directors so far. Going over the whole episode, it appears to us that delaying the process may serve somebody's interest.

It goes without saying the need to convert the 2- lane highway is being strongly felt with every passing day. There has been increasing the volume of traffic every year with the figure estimated at almost 25,000 everyday now but it was about 13000 in 2006. If the government could have completed the project within appropriate timeframe, a number of mishap and uncertainty could be prevented. So the competence of the project has already lessened.

Moreover the dream projects in the communications sector are more or less stalled owing to fund crunch, wrong selection of bidder, inefficiency of the relevant ministry and inflexibility at the highest level. These are as follows:

The Metro Rail project that was expected to be the main solution to the problem of city communication has also become uncertain due to the poor responsiveness. The metro rail, to be constructed from Uttara Third Phase to Sayedabad is crucial for the capital as it will facilitate transport for around 60,000 people an hour during the pick time says a study of JICA. But repeated modification of alignment is delaying its construction.

The construction of the 21-kilometre elevated expressway has not started even 10 months after the signing of a deal with the contractor.

A two-year-old plan for Bus Rapid Transit (BRT) between Sadarghat and Gazipur via the airport is also stuck in bureaucratic bottlenecks.

The communications ministry floated an idea of constructing elevated U-turns and underpasses for uninterrupted traffic flow between Azimpur and Gabtoli, which also got entangled in red tape and did not evolve as a project to be executed due to a fund crunch.

The construction of Gulistan-Jatrabari flyover, Kuril flyover also delayed due to slow functioning.

Begunbari-Hatirjheel development project, some important power projects etc also delayed due to various social, ecological and political reasons.

Bangladesh Railway's move to buy 70 meter-gauge diesel-electric locomotives has been delayed by over a year due to lobbying by potential bidders to change a criterion of the tender that favours only one company.

The future of the Padma Bridge project had plunged into uncertainty as the prime minister took a long time to take action against the former communications minister and other alleged persons.

Rule of law

There is no proper exercise of rule of law in Bangladesh governance. So the governance cannot perform efficiently. As a result, the level of trust is decreasing day by day. Although the judiciary has been separated from the executive branch, the governments always interfere in the functions of judiciary. For this reason the mass people are neglected from the fair judgement.

For example

Beginning of the trial of war criminals by the government was lauded by people. But the government cannot deliver properly on people's high expectations for a smooth ending.

International Crimes Tribunal-1 Chairman Justice Md Nizamul Huq resigned amid controversy over the leak of his Skype conversation with an expatriate Bangladeshi legal expert. The controversy surrounding Justice Huq began after Bangla national daily Amar Desh published "transcript of Skype conversation" of Justice Huq with expatriate Bangladeshi Ahmed Ziauddin, a law expert on international crimes.

In the transcript of the conversation, Justice Huq was judgemental of a number of legal experts of the country and people involved in the crimes against humanity cases. In the order, it was revealed that British magazine *"The Economist"* had in its possession the correspondence between the tribunal chief and the law expert based in Brussels. The government has tainted the judiciary and everything that he has done was against the law. So the judgment process became questionable and Tribunal chief had to quit over Skype scandal.

In regard to the stock market scandal, the absence of the rule of law was the main problem in the governance. The Stock Exchange Corporation (SEC) had to define the rules and regulations. People do not know about regulations which define manipulation and what will be punishment if they breach the law. If we cannot do that the probe will not yield any benefit. It will end up disgracing some people only, in most cases to the innocent people. This cannot be a proper characteristic of a market. There is also a culture of impunity. Government has to address basic legal things. There must be mechanisms so that outsider interventions cannot influence the SEC. Many problems arose also due to conflict of interests. We have conflict of interests at SEC, bourses, issuers and investors levels. We should address the issue of these conflicts legally.

In its last election promises, the ruling party had given an impression of taking tough actions to stand by the rule of law. But the government's inactiveness encouraged the ruling party men to continue with unruly and violent activities, extortion and tender manipulation. Controversial activities of many lawmakers went unpunished thanks to the poor governance. Moreover, wholesale withdrawal of 'politically motivated' cases and granting record number of presidential clemency to ruling party men appeared as a direct assault on the principle of rule of law.

On the other side, the government has become rough on several occasions on the opposition leaders and activists to foil their efforts to gear up street agitations. In doing so, it has used the law-enforcement agencies. The government could not depoliticize the civil & police administration as per its electoral pledges to promote good governance.

Home Minister Muhiuddin Khan Alamgir said the beating of Opposition Chief whip Zainul Abdin Farroque by police official Harun-ur-Rashid had been taken into consideration in awarding Harun the President Police Medal. If the performance of the police judged by such way, how the people will trust them.

Recently, the police took harsh action on the movement of the non-MPO teachers and employees. Police fired teargas shells, charged batons and fired rubber bullets to disperse the teachers, who were trying to get their right by demanding inclusion of their education institutes in the MPO list. At least 20 people were injured in a clash between the non-government teachers and law enforcers.

Similarly, the judiciary could not contribute to the expected extent to improving governance as controversial appointments made by the ruling alliance undermined its independence.

Accountability

Accountability is another component of good governance. It is the mechanism by which public power is checked and directed towards the achievement of broadly defined national goals with "the greatest degree of efficiency, effectiveness, integrity, and prudence". In a parliamentary democracy like Bangladesh, It is the role of parliament and to a lesser extent the member organizations of the civil society, to call the leaders and the rulers to account for their actions.

Accountability aims to inform the public about the reasons why government action is done and to explain how it must be done so that the public can understand the actions, ponder about them and provide useful

input and feedback. Because corruption thrives in secrecy, open and accountable government is essential to check it. Government must then be open to the scrutiny and questions of the people and/or their elected representatives in parliament. All members of the legislative branch are expected to be vigilant and ensure that the government satisfactorily implements programmes duly adopted by parliament. Good governance is governance for the people and for welfare of the people. Again in that the government is accountable to the people for its activities. In Bangladesh, Parliament, as the central institution of democracy, was supposed to hold the executive accountable to it and help improve governance through oversight functions. But unfortunately, the government did not allow parliament to perform its functions properly.

There is no strong accountability mechanism in the governance of Bangladesh, thus the members of government, parliament and other respective organizations & institutions of governance have the obligations to be accountable.

For example, in the case of stock market scam, there was no accountability of the officials of Securities and Exchange Commission. In accordance with the report of the probe committee the SEC officials were involved in the scam. The committee has identified around 100 persons, many of them 'powerful' people, who seem to have been involved in the stock market manipulation. The enquiry has established prima facie case against some institutions, companies and individuals of their involvement in the manipulation. The report has come down strongly on the lack of oversight and collusive role of the SEC.

Some prominent analysts criticized the SEC for lack of commitment and for not having a strong accountability mechanism. They said appointing independent directors to listed companies did not work and the central bank should assess the accountability mechanism and should take immediate steps if there found any corruption.

Transparency

Transparency is very important term used in efficient governance. To create awareness among the public about the activities of the government is the basic element of transparency. Transparency is essentially "comprehensive and sincere openness". A government that is transparent is one that has created the conditions necessary for its members to participate effectively in its governance process. Transparency may be applied to all aspects of politics, economics, business and social and cultural life. Transparency may arise only in an administration which

respects human rights, honours democratic principles, justice and morality.

The absence of transparency results in widespread detriments to governance, such as inequitable resource allocation, injustice, and an ineffective rule of law that leads to corrupt practices and oppression of the powerful community. Transparency and responsibility is the core of efficient governance. Without them, the door is open to widespread corruption and embezzlement of public funds.

For example The recent share market scam has had tremendous impact on small investors and mass people, and the vast portion of the amount of twenty thousand crore that was swindled, and the 15 crore taka siphoned off, belonged to them. So it was necessary to deal with this scam with transparent way, but the government hasn't dealt openly. There is need to not only expose the culprits involved in the scandalous affair; they must also be brought to book expeditiously, not only for the sake of justice but also for the sake of stability and efficient management and functioning of the stock market.

But Over the last few months, the report of the probe body on the subject, is hiding behind the bush of "administrative editing or auditing"; which is making it all the more murky. So people demand transparent handling of the report and quick implementation of its recommendations, including punishment of the manipulators.

If, apparently, the stock market scam probe committee is composed of honest and impartial men then there is no excuse for not publishing their report in full. Less than a hundred scamsters are named with details of their manipulations. Sadly they belong to all (especially the two main) political parties, SEC and DSE big-wigs aptly described as "Protectors turned Predators" and elite businesspeople.

The government did not ensure disclosure of wealth statements and sources of income of the prime minister, ministers, lawmakers and their family members every year as per the electoral pledge to establish good governance. One of the root causes of poor governance lies in the ministries very functioning process. The ministers are rarely transparent both in terms of their sources of income and funds. The transparency mechanism of government organizations is very weak. The audit system is structurally inefficient and the role of Controller and Auditor General (CAG) is always questionable.

What should be done to promote transparency?

An important factor for transparency in governance is the dissemination and receipt of accurate information. For the effective provision of information, government should promote publication and distribution of all draft budgets with projected taxes, income, revenue and public expenses, and publicize the mandates, rules and procedures of all executive institutions. Officials at all levels should permit the people receive this information unconditionally.

"Transparency is built on the free flow of information, i.e. enough information to determine responsibility for failure, incompetence and deceit." In addition, national leaders and government officials at all levels must open up and encourage independent inspection agencies to audit and control their finances. If not, the society cannot be considered to be "clean", the economic benefits will not reach the people and there will be more corruption. When a few top officials have access to unaudited funds, the risk of corruption or the perception of corruption arises, even if these funds are used only for genuine security.

The voices of the people and the media are to be given the prime importance for transparency in governance since they are factors that can push state and public institutions to accept responsibility for their functioning. For a free people, the media can be a very efficient watchdog on the affairs of the state. The government must also ensure that the law protects the right to exercise freedom of expression and that criticism or expressions of unpopular opinions are not punished. So, the perception and trust of the people will build up on governance and the competence too.

Participation

Participation is another important pre-requisite for acquiring full-fledged competence from any initiative. Unfortunately, there is no proper participation in governance of Bangladesh. Most of the projects have formulated with the interest of ministers, members of parliament, politicians and some bureaucrats rather than mass people. So there is always a lack of trust on governance in Bangladesh.

For example In Bangladesh, Participation in budgeting provides an important opportunity for the commoners to translate their aspirations into actions. Direct citizen participation helps build trust and promote transparency in government actions. Significantly, both of these elements are vital for achieving the efficiency of governance. But Authorities meet

and seek opinions of several large national stakeholder groups during budget formulation process. However, absence of established framework for incorporating concerns of these groups undermines the potential of these meetings. Additionally, traditionally marginalized groups like landless, women, youth groups, almost never get to meet with the authority. Moreover, the suggestions of CPD (Centre for policy dialogue) and other civil society organizations do not followed by the government. There is lack of an institutional framework for participation. As a result the government can't match with the estimated competence and the level of trust remains poor.

Honesty

"Honesty is the best policy" is a famous statement

Honesty refers to a facet of moral character and connotes positive and virtuous attributes such as integrity, truthfulness and straightforwardness along with the absence of lying, cheating or theft. Honesty is revered in many cultures and religions. There is no more fundamental ethical value than honesty. We associate honesty with people of honor and we admire and trust those who are honest. But honesty is a broader concept than many may realize.

Honesty

"The foundation stones for a balanced success are honesty, character, integrity, faith, love and loyalty". (Ziglar Zig)

"Honesty speaks the character, integrity, and authenticity". (Rotter)

"Honesty is the first chapter in the book of wisdom." (Thomas Jefferson)

Dimensions of Honesty

Honesty in communications requires good-faith intent to convey the truth as best we know it and to avoid communicating in a way likely to mislead or deceive.

There are three dimension of honesty

Truthfulness

The obligation of truthfulness precludes intentional misrepresentation of fact (lying). Intent is the crucial distinction between truthfulness and truth itself. Being wrong is not the same thing as being a liar, although honest mistakes can still damage trust insofar as they may show sloppy judgment.

Sincerity/non-deception

The obligation of sincerity precludes all acts, including half-truths, out of context statements, and even silence that are intended to create beliefs or leave impressions that are untrue or misleading.

Candor

In relationships involving legitimate expectations of trust, honesty may also require condor, forthrightness and frankness; imposing the obligation to volunteer information another person needs to know.

truthfulness	sincerity	condor
• logical and factual • reliable or able to trust	• speaks and acts truly • best be yourself imperial and plain	• legitimate expectaion of honesty and trust • forthrightness and frankness

Honesty in conduct prohibits stealing, cheating, fraud, subterfuge and other trickery. Cheating is a particularly foul form of dishonesty because one not only seeks to deceive but to take advantage of those who are not cheating. It's a violation of trust and fairness. Not all lies are unethical, even though all lies are dishonest. Occasionally dishonesty is ethically justifiable, as when the police lie in undercover operations or when one lies to criminals or terrorists to save lives. But don't kid yourself: occasions for ethically sanctioned lying are rare and require serving a very high purpose indeed; not hitting a management-pleasing sales target or winning a game or avoiding a confrontation.

Relationship between honesty, trust and governance

If we want to relate the trust and governance system at first we should know the feature of honesty, through which we can relate each one.

Honesty is telling the truth

which means always speaks truth, don't tell a lie. But in Bangladesh this phase is not expectable. Such as:

In 2004, 1ˢᵗ April, there was a case of "use of weapons" where a director of NSI was being accused. But the witness of that case he was unable to utter a word because of the political interference. And he also doesn't believe in the governance system of Bangladesh which reflects its fuzziness. So we can tell that the *transparency and accountability* of the governance system is violating and our trust is reducing from the government.

A committee was formed to find the person who involve in the illegal function of Share Market. The committee has done their job in a respective way. But because of the unwillingness of government those reports was not published as many political leader and businessman were involved in corruption.

As per according to our *constitution article 76,* the responsibility of making the cabinet accountable lays with the parliament through parliamentary committees. But the role of parliamentary committees in Bangladesh has been dismal. During the tenure of 1996-2001, only a few parliamentary committees were formed after 16 months of the seventh parliament's formation and those too without the inclusion of opposition MPs. It took the committees two years to have the nominated BNP lawmakers on board. Coming next it took the BNP government one year to have the without opposition MPs whose inclusion came about in nearly three years. Such malpractices and delays deterred the effective functioning of the committees. Also the failure to report and malpractices by the ministers and ministries in due time and lack of willingness of the government to implement the recommendations, made the committees ineffective and incomplete. Reporting 2003-2005 the parliamentary committees constituted as many as 121 investigation committees or subcommittees to probe alleged ministerial as well as administrative malfeasance but more than 100 of those committees failed to submit any report. In some case, government did not implement recommendations of the sub- committees. More or less 5000 recommendations resulted from 1016 meetings of the committees during the period of the regime (1996-2001) and the 7ᵗʰ parliament up to May 2000, but most of them remained unimplemented. Due to such delay in formation and failure to perform independently, the system failed to play an effective role in investigating corruption, irregularities and ensuring accountability, transparency and responsiveness of the government and reducing the trust among the government.

Honesty is straightforward conduct

Admitting of no doubt or misunderstanding; having only one meaning or interpretation and leading to only one conclusion and direct in spatial

dimensions; proceeding without deviation or interruption; straight and short; a direct route; a direct flight; a direct hit. But in Bangladesh the nature is to walk in a wrong way. The biggest example is *"Tadbir (Lobbying)"*

Tadbir (lobbying)

It is a kind of lobbing to manage a decision taken or to be taken by an authority over ruling, breaking or bending existing norms and practices. Tadbir as an act of lobbing that influences decision making in the civil service in an unlawful manner. Its practice is so rampant that it compromises the normal and routine bureaucratizes norms and values.

Figure: the practice of tadbir in civil service
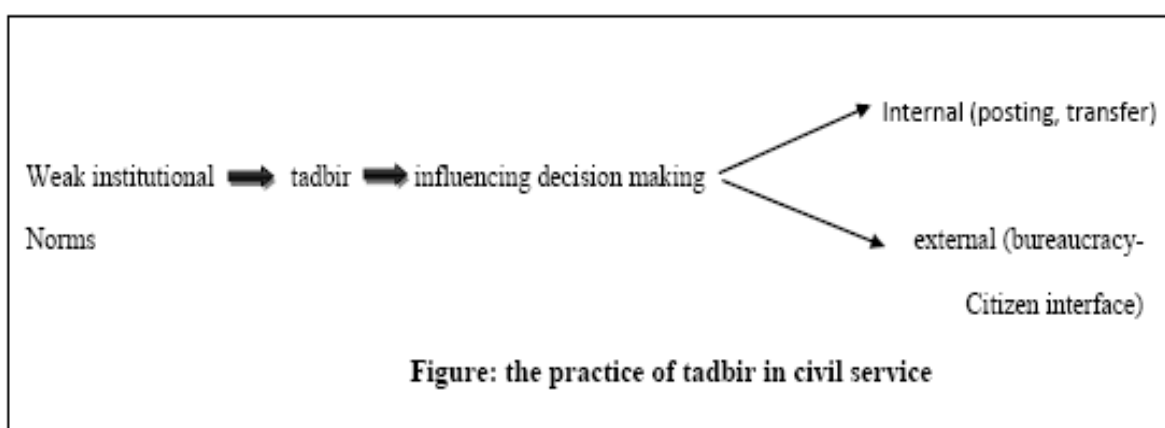
Most influential persons who can make effective Tadbir are shown below:

Influential person	%
1.Political persons such as Ministers or MPs of the ruling party	1
2. Powerful secretaries (permanent secretaries)	2
3. Relatives serving in the Ministry in higher positions	3
4. Senior colleagues serving in the Ministry	4
5. Networks (school friends, cadre batch mates)	6
6. Senior colleagues from locality	7

In Bangladesh Tadbir is so much evident that the health ministers say: "we are helpless for tadbir". (P*rothom Alo, prominent newspaper of Bangladesh*)

In the ministry of land the transfer of two corrupted land administrators in field administration were supported by the government. They were transfer from Sylhet settlement circle for corruption but some MPs and a powerful minister tried to reject their transfer order. All the

evidence of their corruption was submitted to the superior but this evidence technically shifted away from the office before reach at the ministry.

The practice of boycotting the parliament by the opposition is a common in Bangladesh. It is a continuous process and a major cause for the weak performance of the parliament is lack of accountability. In a Westminster style parliamentary system it is the opposition's special responsibility to scrutinize the work of the government as the ruling party members are expected to support the executive. But, the opposition has boycotted the sittings of 43% of the seventh, 60% of the eighth, and over 80% of the ninth Parliament.

Figure: participation of opposition party in the parliament of Bangladesh
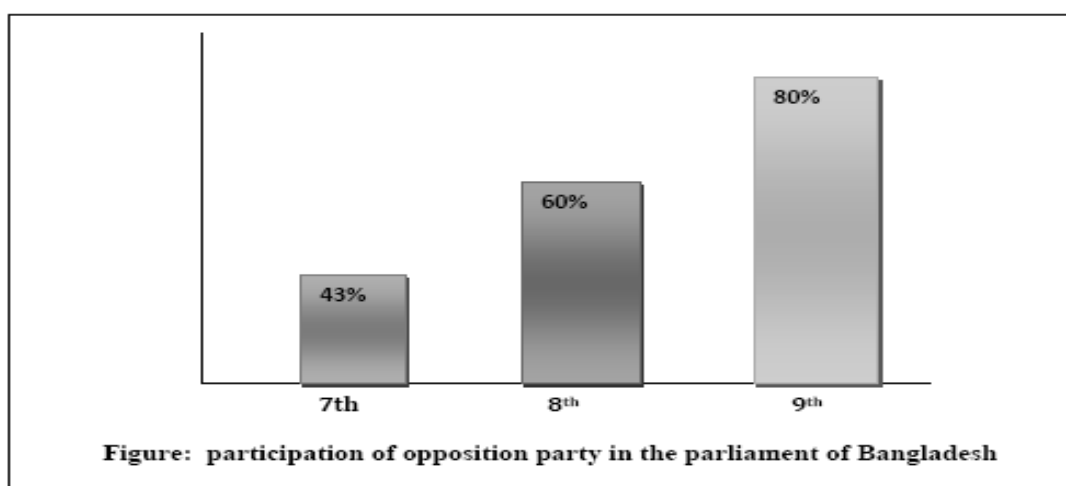
This has left four successive governments effectively unaccountable and non- transparent to the parliament and eventually the electorate. So trust becomes distrust among the common citizen.

According to the *Upazilla Act, 2010* MPs became the advisor of the upazila. All the power of decision making remained in the hand of MP's and UP chairman have the nominal power. So the involvement of the chairman is reduced and it affects the governance indicator which is known as *participation*.

Honesty means fair, genuine and loyal with integrity

It means to work with above all kind of biasness and with the quality and condition of being whole and undividable.

But in practice the fair, genuine and integrity subject is taken place in theory in Bangladesh. In Bangladesh ruling government doesn't want to take any kind of policy, taken by the previous government. The present government wants to wipe out those entire things which have done by the previous government. Such as:

The Zia international airport is now known as the Shahjalal international airport, Bangladesh –China conference center known as the Bangabandhu conference center.

Again in Ershad regime 1983, there was a bill which contain the subject of not to serve the private clinic by the government doctor. But this bill wasn't passed because of the pressure of the doctor's association, pressure group and interest group. This ensures that the government of Bangladesh is not effective to serve the general people and that's the reason to reduce the trust in government.

In Chittagong, the chairman of Chittagong Development Authority (CDA) who was the secretary of the ruling party's treasury and the chairman of CDA similar to the rank of additional secretary was being changed by the present government and they recruit a political person in this position and for the first time the traditional system of authority were broken. So, we can see that the decision of government may not be the fruitful one and this decision affect the *effectiveness and responsiveness* of governance indicator.

**Honesty is being sincere, truthful, trustworthy and honorable**

It means to do the job in a responsive way but in Bangladesh the nature of people is insincere, untruthful. Like, the government officers come to office in 11 o'clock where their office starts at 10 o'clock. The most important example of lack of sincerity and trustworthy is corruption. Corruption is the most common features in Bangladesh. It is because of corruption norms, values and morality.

From the beginning of its Independence, Bangladesh was more or less always curved by corruption rather it has struggled to keep a clean image. The state of governance and corruption during the BNP led government had reached at its lowest ebb. Bangladesh was at the bottom for five years (2001-2005) in the annual Corruption Perception Index (CPI) by the Transparency International (TI) during the tenure of the BNP led government. However in the following six years it improved slightly. From 2006-2011, it ranked third, seventh, tenth, thirteenth, twelfth and thirteenth respectively.

Recently TIB conducted a survey which is known as "Household Survey 2012". Education, health local government, law and enforcement sector, electricity, banking, transfers, promotion all are included in this survey. According to this survey:

1. 63.7% consumers are affected by the corruption and the amount of money is 21955.6 core tk.

2. This amount is 13.6% of our national budget and 2.8% of GDP.
3. Most corrupted sector is immigration -77%
4. 2nd law and enforcement sector -75.8%
5. 3rd land administration-59%
6. 4th the service of judgement is 57.1%
7. 5th health sector -40.2%
8. 6th local government institution -30.9%

Figure: the total amount of the corrupted money

Figure: per capita money of the bribe
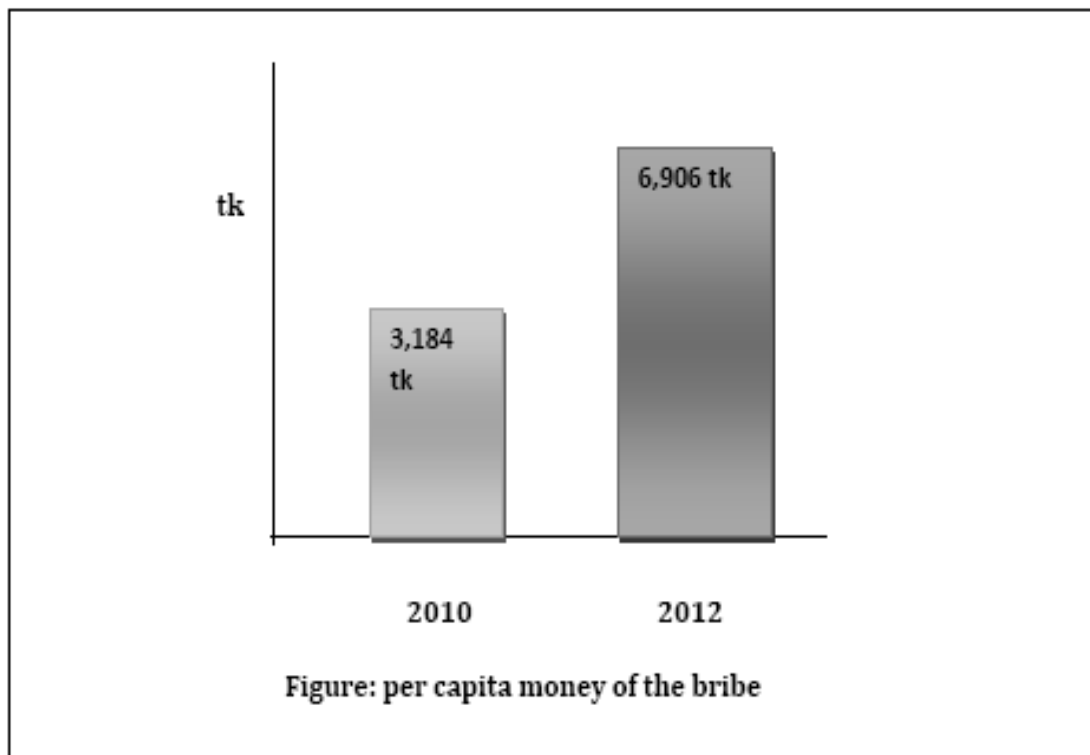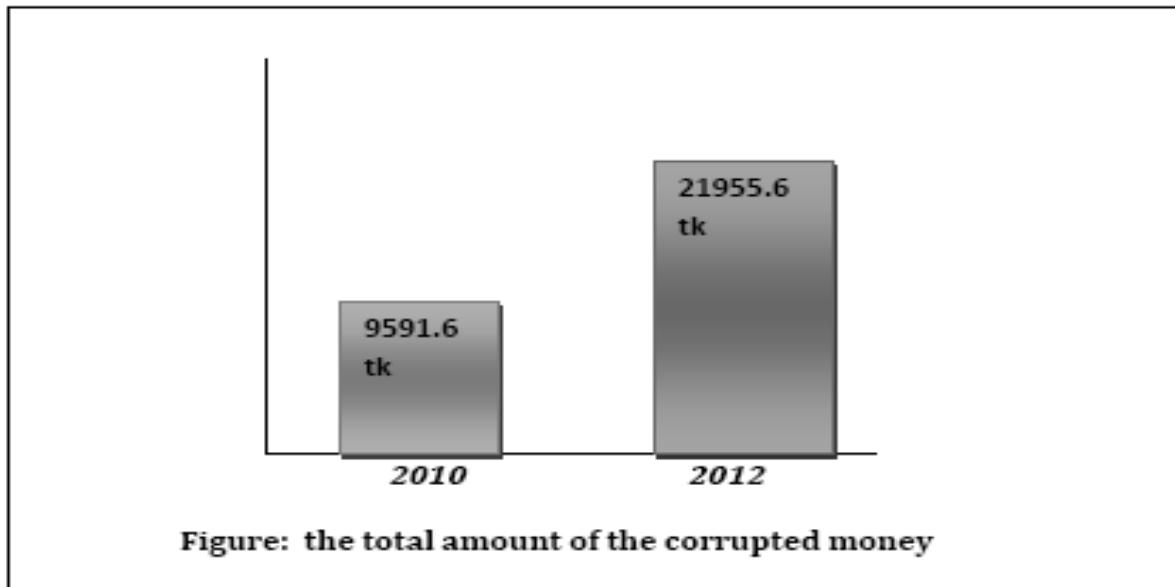
Because of the corruption the *transparency, accountability, effectiveness and responsibility* of the governance system is destroying. The citizen of Bangladesh now can't believe in government so the level of trust is reducing day by day.

Show and share the feeling

It means to express the emotion and it is the common phase of Bangladesh. The people of ruling and opposition party are always tried to express their feeling to their powerful one. Patron-client relationship and nepotism are the source of these.

Patron-client relation between the powerful moneyed people and the political parties is evident in the Bangladesh political culture. During general elections, the party centers forget and deny those grassroots leaders who are politically renowned figures and nominated those with money and power in exchange of huge donations to the parties. While talking about their position for such practices of the party centers, the grassroots leaders even though they themselves are involved in different intra-party lobbies or factions, express their dissatisfaction and concern and sometimes grievances. Prior to the Eighth Parliament election, the BNP nomination for Kushtia Sadar Upazilla surprised the party leaders and activists. As they said, there were protests within the constituency and the party leaders in big group went to the center asking for a fair nomination but the center did not listen. The same is the case at Rajahshi 6 constituency, where Awami League nomination for Ninth Parliament election surprised the constituency leaders and activists. The constituency people said, they were so opposed to the central decision that the party leaders did not participate in the election campaigns until little before the election. One grassroots leader says, "That's our political culture. We can't change it. At last we have to listen to the center. After all we have to be in politics." One of the local level leaders of Awami League shares, "Political intrusion, criminalization and immorality have deeply affected the social justice system. Political patronage has paved ways for further corruption and malpractices in the society and state. When party opens door to the ill-motive, ill-educated and immoral people, they turn opportunists and look for return, violating rules and regulations, refuting laws and rights on the power politics supported by party. Wrong nomination, wrong decisions and lobby politics aggravates the injuries deep into the heart of politics; it adds to the enmity, clash and divisions, which evidently lead to politics of violence and killing." More over the recent election is also based on the near and dear ones.

Another example is, government is still unable to play an effective role in putting the real culprits behind the bars for the recent fire broke down at "Tajrin Fashion". The owner of the garment factory who is the relative of the president of Awami League was behind the tragic incident so the law enforcing agencies cannot put such a powerful person behind the bars who has got such political backup. Huge number of people was affected but yet no one is being punished. So we can see that the judicial system of Bangladesh is not working that's why rule of law which is the indicator of governance is violated and the trust is going to nominal at the heart of people.

Nepotism is favoritism granted   to relatives regardless   of merit. Nepotism and favoritism are also common. In almost every institution the nearest relatives of party men or people from the party's area are being employed or given benefits, regardless of competency or rules and procedure; even the appointment of High Court judges sometimes proceeds in a similar way.

Example, Ruling party's leader and employees was involved in a conflict because of the recruitment in the agricultural university of Bangladesh. Most of them want to recruit their dearest and nearest ones for the vacant position.

Through the process of nepotism and patron-client relationship the system of non-transparency, unaccountability, irresponsiveness, ineffi-ciency, nonparticipation are freshen up and the trust is going to garbage.

Express positively as well as critically

For the development of any kind of function positive and negative both statement are needed. But the people of Bangladesh always expect the positive expression rather than negative. If anyone tries to identify the process of development through the negative statement then all are going to abolish it. Such as:

By the fifth parliament as part of the 12th amendment incorporated into article 70 of the constitution has considerably curbed the power of individual MPs. The MPs of ruling party are debarred from voting against the party and are also discouraged from criticizing government failures and mismanagement.

Transparency International Bangladesh (TIB) recently published a report on the performance of MPs in Bangladesh. It was observed that 149 of sitting MPs representing 97% were engaged in negative activities and 70% of them were involved in criminal activities and among them,

53.5% MPs are directly engaged. Of the 149 MPs, 141 are male and 8 female, 136 from Treasury Bench members, 27 are ministers and state ministers and 13 opposition law makers.

The negative activities include influencing administrative works, interfering developmental activities, misusing developmental funds, being involved in or support the criminal activities, influence the purchase procedures, break the electoral law, grave plots etc.
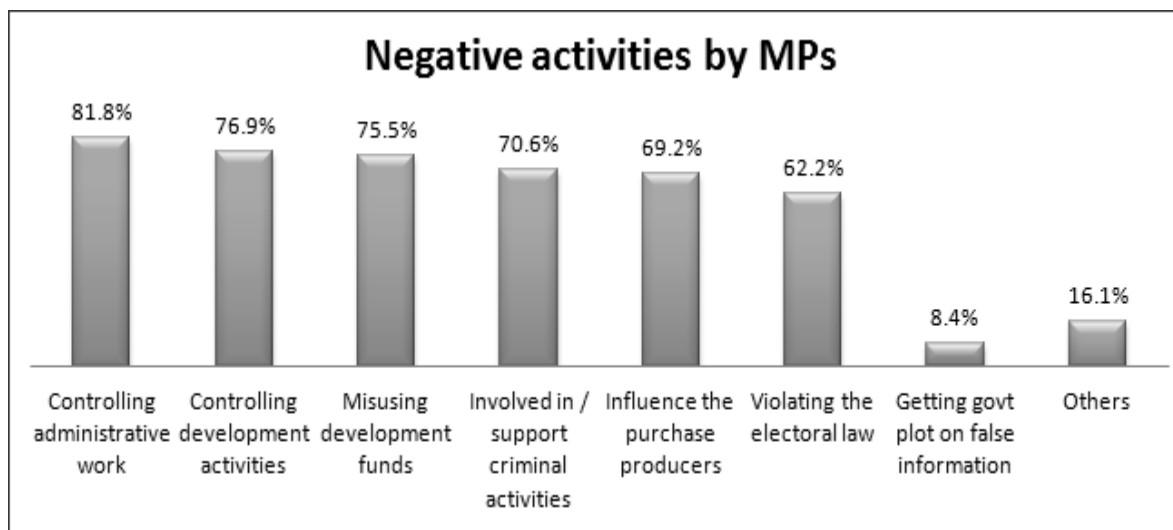
Source: TIB

But ruling party along with no political or opposition party did not take this report seriously even of them rejected it. After the disclosure of the report the citizen groups and common people found that the report reflected their views but the government reacted sharply to the report. They view the report as incorrect and as a conspiracy to encourage non-political transition of the government.

Ruling party said that the TIB carried out its study on the performance of treasury bench MPs with an ulterior motive under a design to create the ground for takeover by another January 11, 2007 type government. The ruling party's joint general secretary said that "the TIB report demeaned Members of Parliament with an apparent objective of installing unelected people in government. There is no logical ground to make a report like this he told a press conference." This report could be valid against one or two Members of Parliament, but a survey report like this demeaning MPs is done apparently to hand over power to unelected people. He said "the report was made public to encourage those who want to see an unelected government in the country through character assassination of the elected representatives". One of the opposition party's leader who is also a member of parliament said, "the TIB reports

vindicates the ground realties regarding the performance of the ruling party legislators."

So we can say that if anyone has power, politics and money she/he can fly high in the sky. No one can catch them. For this reason rule of law is at stake. Because of such deterioration the rise of misuse of law and power is boosting up and it helps to decrease the level of trust between government and citizen.

Responsibility and Openness in Governance

The other meaning of openness is flexible, accessibility, democratic, equal distribution, freedom of thought and conscience and of speech and all kinds of freedom (especially religious practice, assembly, personal life, association or movement) without hampering domestic social culture, morality and adoptability of globalization. The charter of universal human rights and the constitution of Bangladesh (Fundamental Rights, Part-3, Article-26 to 47) gives us right to practice and enjoy all forms of freedom of life. Of course, the definition of freedom never allows the impact ones freedom hamper another's freedom in personal life.

Openness vs Responsibility and Responsiveness

Responsibility means finishing a job or duty or performance or thinking or concept successfully that brings positive change for the entire sustainable development throughout the society or mankind. And those who are doing this task successfully, they are considered as *responsible person.*

Every man has got spontaneous imposed duty from birth to death, it is the natural phenomena. This duty might be for him/her or for the others or for the both. When we do our own duty we must do it very carefully, consciously, consciencely or sometime unsconsciencely, because being responsive is prerequisite for all kind of success. So why do we not to be responsible for the betterment of the society? And this is the way to be responsible for the other. When a person would be responsible for ones himself/herself or for the society, he/she would be considered as *responsiveness* to others. And the combination of both of this indicators, peace and prosperity brought to be in the society as well as world.
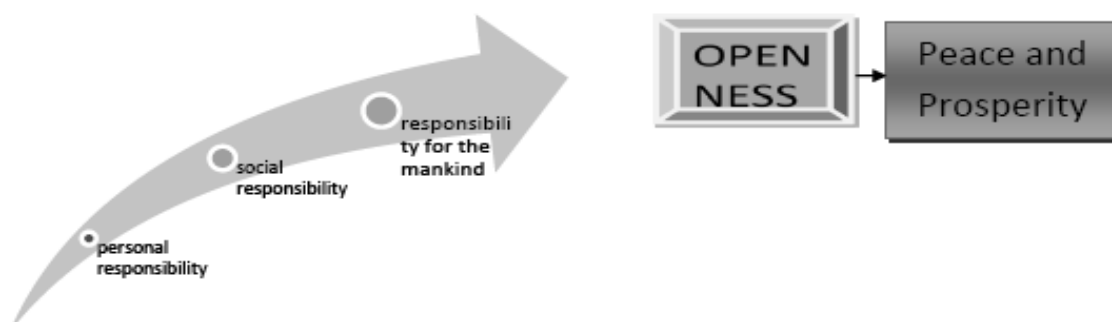
In our society, we are so much responsible for our own on the contrary we are not responsible for the society but we consider ones weakness if someone work as very honestly and responsibly for his/her own or society.

People who are more responsive, in practice and reality they are more authoritative. And authoritative persons are ultimately powerful.

Authority + Responsibility = Ideal type of Bureaucracy	Bureaucracy + Democracy= Efficient governing system
Power+ Authority+ Duty = Control type of bureaucracy	Democracy + Power Politics (between politician & administrator) = Control type of Bureaucracy

Someone might be powerful but lack of responsibility, they face many challenges and questions when they want to exercise their authority.

Aristotle says—

"Family is the supreme administration, where father is the supreme leader because he performs his responsibility successfully; as a result he gets ultimate power, authority and considered as trustworthy administrator."

Nicholas Machiavelli says...

"The success of an administrator comes when he becomes more responsive to the nation and believe in all power vested to the people."

— The Prince

Administrative responsibility and openness

Administrative responsiveness and the quality of service delivery have increasingly become important issues in public sector management around the world.

On the ground of speech of Aristotle and Machiavelli, we can mention about Bangladesh Administration, where two kinds of bureaucrats existed...

➢ One who respect to the responsibility.

➢ Another who respect to the irresponsibility.

The people who are irresponsive and they are not accountable; they think that no one can resist them, so they consider themselves powerful. In this ground *"Political Black Shade"* strongly helps them. Especially those who are belongs to political party, are more irresponsible. But very interesting, when they go back to the opposition party (when their political party fails in election) ultimately they become responsive person

and organize a responsible critic society, who always criticize government either good or bad policy.

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                    Bureaucracy
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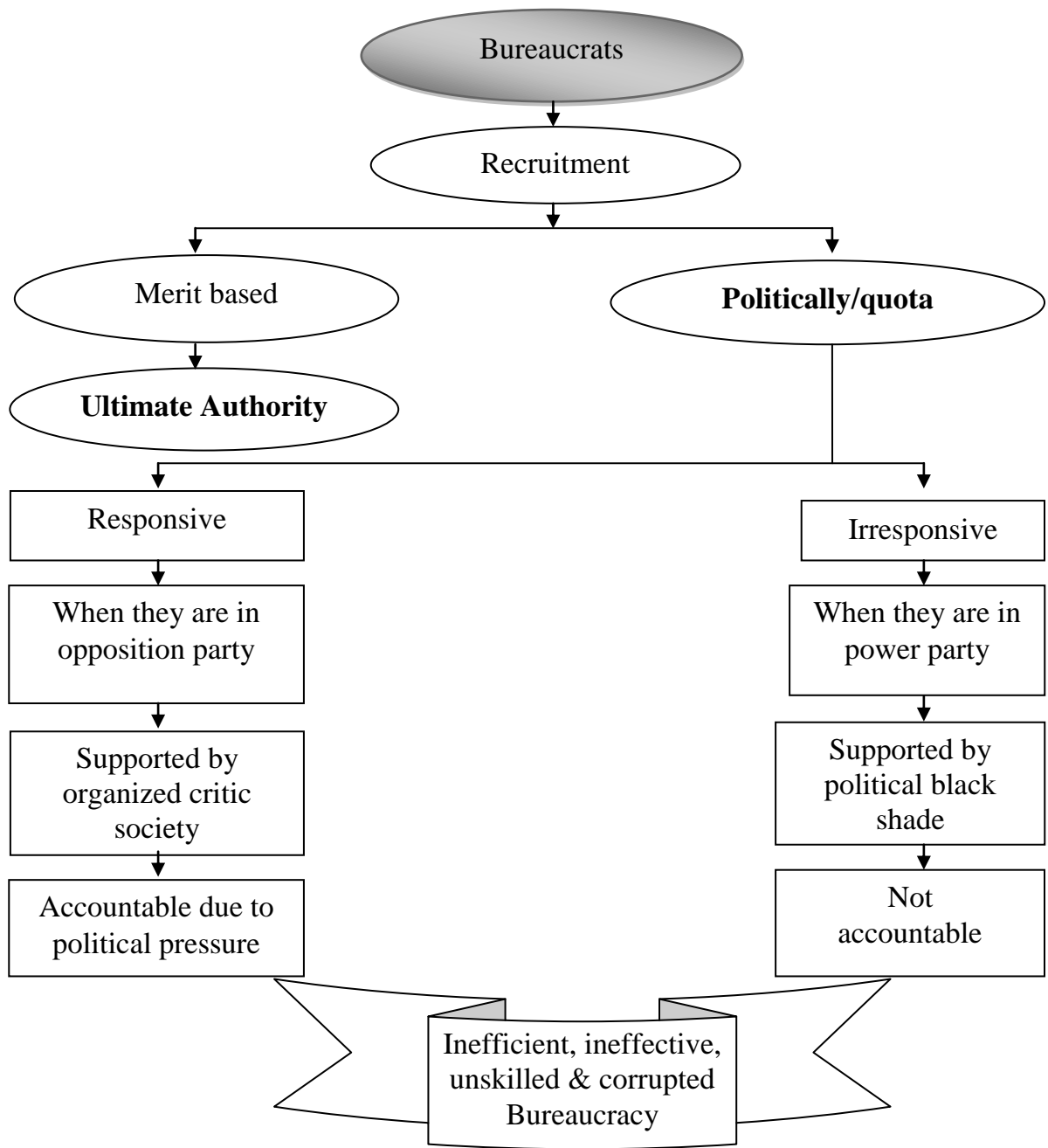
It continuously is happening in Bangladesh due to political influence. It could be reduced when we can stop political recruitment otherwise it would be continued and our bureaucracy will loss our trust to the meritorious persons and civil society. Bureaucrats must be politically impartial. Political impartiality does not mean that, they would be far away from the political rights. Of course in democracy, every person has political right but bureaucrats always concern that both their political thoughts and activities never influence or hamper to serve the republic, because public sector belongs to serve for every single person of the nation and it is the basic notion of public servant given by the

constitution. This is also Max Weberian bureaucratic thought and our constitution also command bureaucrats to serve the nation (Article-21.A)

Way-out

Welfare state ideology is the solution to way-out to the above situations. Welfare state ideology, which flourished in Europe after the second world war, was mainly a result of post war solidarity and common trust and faith in the growing power of democracy (Gladstone, 1995) but at the same time reflected an attempts to respond to citizens increasing demands for better service and an improve quality of life. The greatest challenge to Public Administration during the late 1940s and until the 1960 was to provide more service to the people and to rebuild a new European society. However no welfare state could ignore economical and business considerations which heavily determine its efficiency and stability. Thus, since the late 1960s and early 1970s Public Administration has been urged to become effective, efficient and business oriented. To achieve these goals scholars suggested the ideas of better flexibility, entrepreneurship and willing to adopt creative new ideas. The concept of Management by Objectives (MBO), Total Quality Management (TQM) and international organization for stabilization (ISO) has become applicable to public agencies. Privatization concept in Britain and reinventing government, outsourcing and re-engineering of Public Administration in America also fostering as the drivers of trust to the administration. It was agreed that responsive, effective and efficient public policy must adopt through a balanced strategy. The way of responsiveness of Public Administration to the citizens is shown below-
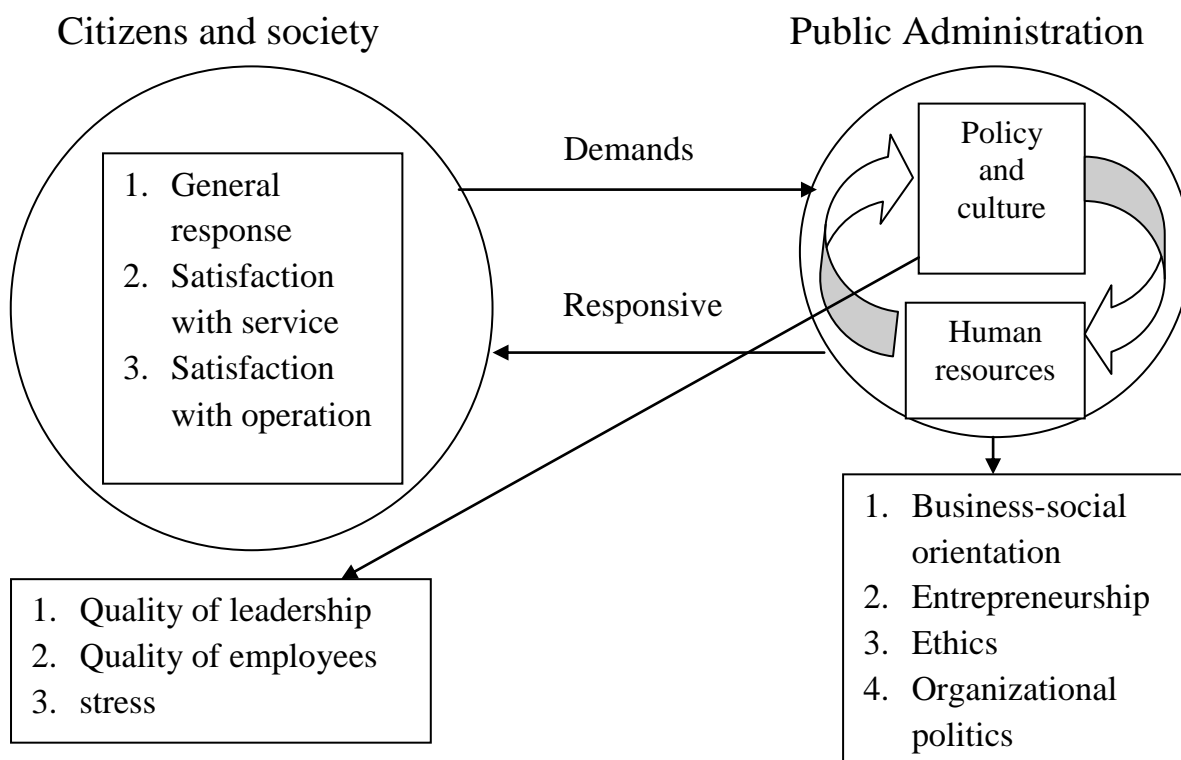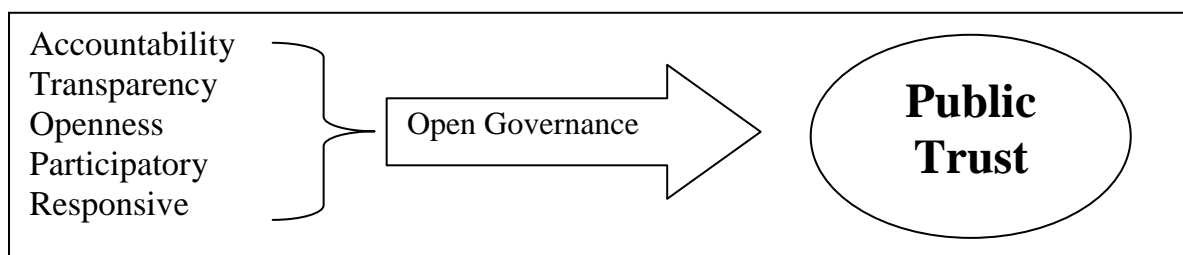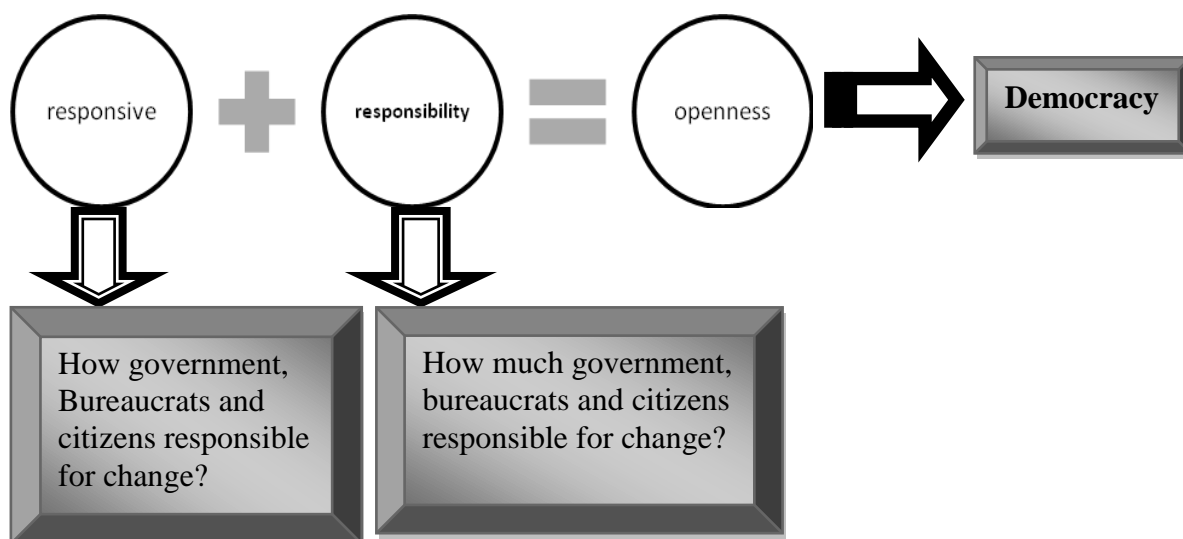

Figure: Model of PAs responsiveness to citizen demand

Openness and Responsibility of the government

The more government system opens through participatory governance the more democratic culture will be practiced for the sustainable development to the competitive world. Most of the weak democratic governments like Bangladesh follow the limited engagement of the people in public decision due to their weak governance system. When the decision is not transparent, accountable and participatory, it indicates that the response of the government for the public demand is weak or controversial or it might support only definite group of people. If it happens, the trust to the government will ultimately breach by the mass people. As most of the decision of Bangladesh failed to create 100% public trust because most of all support for only a few people. To restore the Public trust we should follow the system.

Accountability
Transparency
Openness
Participatory
Responsive

Open Governance

Public Trust

Openness vs democracy and development relationship flow

responsive + responsibility = openness ➡ **Democracy**

How government, Bureaucrats and citizens responsible for change?

How much government, bureaucrats and citizens responsible for change?

Preconditions for openness and responsibility of the government

Strong Democracy

Strong democracy and its practice ensures good governance and democracy will be stronger when the governments open system ensure peoples participation in every sphere of the government decision and implementation. Strong opposition political party is also a part of a strong democracy but of course it is sister concern for the opposition to be positive critic. Illegal, unduly, unconscious and destructive criticism and

activity does not mean a strong opposition party. If opposition parties want to rebuild their trust to the people they must be a good critic without any destructive activity because people want peaceful security.

Stable Economy & Market System

Everything happens in the present world through the market system because it is the center of all threats and opportunities. Capitalism brings development. Cultural capitalism is much stronger than economic capitalism. Economic capitalism too sum extent bring unequal distribution and unstable economy to sometime but although culture is a social good so cultural capitalism is important to democracy and development. In the global village every country must have to compete with the world economy and market. A country must have to find its potentiality and use potentiality to the productive sector for the getting a unique place in the world market. Through *the domestic free market system and careful domestic and foreign investment*, a countries economy will be stable and stable economy has ability to compete with the global market. Foreign investment must have related to the domestic raw materials and interest.

Public trust over the government performance and maintenance

At present, people are very much behave as customer with government when they notice the government mandate fails and are unable to secure their problems and demands. Then they change their minds when they went to cast vote for the government but now they don't like them. It means government performance and maintenance system broke the public trust. Better regulatory quality, budget management, implementation and public expenditure process drives effective government performance & maintenance.

Accessibility vs Openness

In the most of the weak democratic government system, the government office means the secret place of the government. It is not for the mass people and they have no right to access there for their need. They thought, it is the place for the elite and bureaucratic society. Ensuring citizens charter and free access for the mass ensures open government system. In Bangladesh, most of the government and semi government organization ensures citizen's charter and they open it to the public but unfortunately still now mass people have no access directly to the high authority, they have to do their work through bad lobbying, dalal and bribe. Still bureaucrats work as rigid system but citizen's charter is an open system. The more accessibility and right to know for public in

government, non-government, autonomous office the more the office will be transparent and accountable. Transparent and accountable office never been corrupted. When these two elements will ensure in the system, the office will be more efficient, effective and participatory. As a result, the democratic culture will establish, trust will come back to the people. Development will mobilize very quickly. Sustainable development will establish and skilled manpower will establish. The more skilled manpower the more ability to adopt to the world competition.

Constitutional recognition for openness in Bangladesh

Preamble: Rule of law

Supremacy of the law indicates that every person from the president to the ordinary people, everybody must be under law and must perform his responsibility to ensure rule of law. Government must have to ensure peoples right, demand and judiciary must have to ensure equal judgment to everybody. And executive must be responsible for the betterment of the nation.

Fundamental principles of state policy (Article-8)

Four fundamental principles i.e. secularity upon trust and faith to the almighty creator, Bengali nationalism, democracy, socialism for equal economic and social justice indicates that any kind of policy related with these four principle, must be considered as state policy. It is now variably clear that constitutionally state will follow responsive and open system. Not only government bureaucrats and also citizens must have to be responsive and open for the betterment of the country.

Equality of opportunity (Article-19.3)

Article-19 denied all forms of discrimination belong to the citizens.

Part-3: Fundamental rights (Article 26-47)

Part 3 identifies various kinds of freedom that helps to ensure the strong democracy.

Duties of citizens and public servants' (Article- 21.2)

Every person in the service of the republic has responsibility to strive at all times to serve the people.

Analysis

Not only formation of law in the constitution, sister concern is to implementation. There is no written constitution in many countries of the world but they are much more responsive, open and democratic. But sad to say, law has made as much as very carefully in the constitution but not implementation as much very carefully. There is many more reason behind these. Not only government incapability but also lack of public cooperation, political unwillingness, unskilled diplomatic dealing with donor and mission agencies also responsible for this incompletion of policies and that's why trust is breaking all sectors of the governance.

Openness in political institution

Our starting point concerning the concept of trust is the distinction made by Easton (1965) between diffuse and specific support for a political system. Diffuse support emphasizes system -wide and general support for the political system, often built on a long "tenure" as a citizen, while specific support can be described as people's support for specific institutions, actors and policies, regardless of systemic givens, and is generally expected to be more "recent" in origin. Levels of diffuse support, which seems to form a central dimension of trust, consist of several interwoven elements.

First, people may have underlying ideological reasons of supporting or trusting the government, for instance, because they support collective societal goals and favor a large public sector (March and Olsen 1989).

Second, general support and trust may be a consequence of structural legitimacy i.e. people have a long-term positive experience of the way government is structured and works. This may cover satisfaction with the formal organization of government (the way government tasks are specialized and coordinated), the fairness of rules and the enactment of central roles, including the overall perceived level of professional competence and satisfaction with central political and administrative leaders.

Third general set of factors that may be of significance for diffuse support and trust is macro-factors, like economic performance and levels of unemployment (Miller and Listhaug 1999).

Chapter Nine

Who's Trust in Whom?

The major breakthrough on the subject came in to being in 2005 while the OECD was taking stock of public sector reforms for its Ministerial Conference. Later on 2010, the OECD Ministerial Conference a key starting point came up as "trust built on openness, integrity and transparency remains an overarching goal to foster an effective and performance-driven public sector, delivering better public service more efficiently and promoting open and transparent government". Three major models seem to emerge in this reality of public sector reform which is New Public Management (NPM), the Neo-Weberian State (NWS) and New Public Governance (NPG). If we want to reform our public sector, at first it is important to know about the trust level among our actors. This chapter describes trust type, level and relationships among different state actors.

Who's Trust in Whom?

Trust is a feature of relationships of individuals, of organizations and institutions that affect their interactions in a supporting way. According to Coulson, "Trust describes a relationship which can be between two or more individuals, between individuals and organizations (such as company or social services department), or between several organizations" (Coulson 1998, p. 31). Since, there are many relationships in many directions, it is necessary to reduce this complexity and to cluster these relationships. Usually, citizen's trust in the public sector, gets priority in the public administration research, but there are other factors such as trust in public or private organizations (police, schools, hospitals, banks or institutions like parliament, constitutions etc). In order to understand the trust concept fully and utilize the same while formulating/implementing new/existing policy the concept needs to be broadened as well as the data and the context. For this reason, it is useful to distinguish between three sets of interactions and direction of relationship.

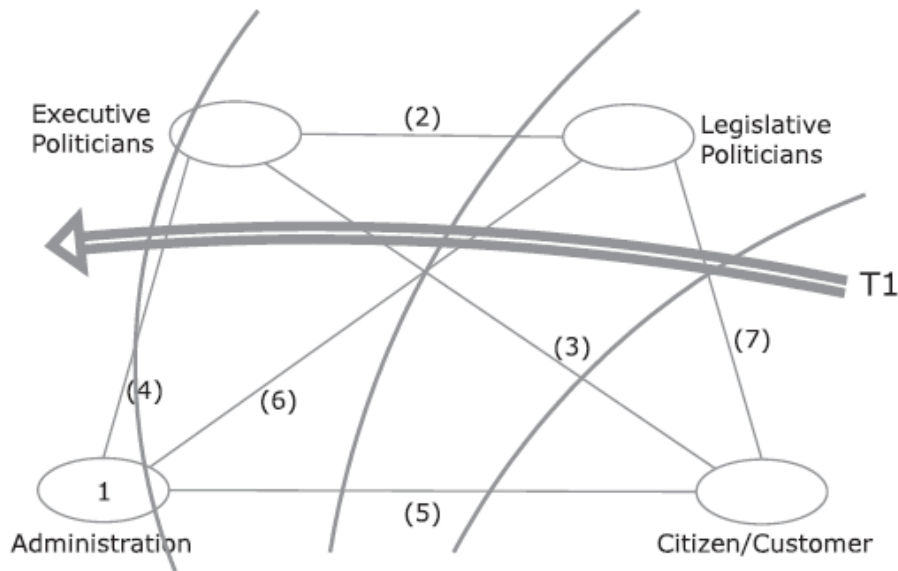***Trust 1 (T1): Citizens and organizations in government and the public sector***

Figure 1: Citizen/customer trust (T1) in the public sector – relations 5, 3, 7

T1 is the most commonly investigated direction of a public sector relationship and it becomes a necessary analysis for conducting policies and developing a functional public sector in society. However, T1 is necessary but not sufficient. To fully understand the functioning of the public sector in its societal context there is a need to also look at T2 and T3. Ignoring T2 and T3 risks having incoherent and suboptimal trust regimes in policy fields and countries. The 'traditional' trust concept T1 is of citizens as citizens or as customers of public services in the public sector (Figure 1). The public sector could be defined in a broad sense, including the civil service and its administrative components, the executive politicians and the legislative politicians and could include the judicial branch in all its components (which is not part of Figure 1). The public sector could also be defined in its narrow sense as just the civil service and its components delivering services to citizens and organizations in society.

Most trust and value surveys cover some questions on these relationships. It is crucial to understand changes in society vis-à-vis the public sector. Scientifically, T1 has a longitudinal survey practice with time series within political science and sociology. Within public administration the use of T1 data of citizens became very relevant after the shift to (new) public management. Public sector reform looked at citizens as customers of public services *(Van de Walle & Bouckaert, 2003).* Trust became a driver for change but also an objective in the related reform policies.

For an instance, if we look at the health sector of our country we can get a glimpse of T1, how it affects overall government machinery and our society. According to a Television report that broadcasted in Ekushe TV on 14th Jan 13, two upazillas nearby our capital city Dhaka were taken in to consideration in the said television program. At 10:40 hrs in the morning in one of the health complex only one duty doctor was continuing his duty since last night. In an answer to a question of the reporter he replied that due to shortage of doctors he had to continue his duty. Other ten doctors were absent who were supposed to be present in the health complex and deliver services to patients. Outside the health complex there was a long queue of poor patients who were waiting for treatment. While interviewing most of them informed that those who are rich never opt for treatment in these kinds of government hospitals. Because they are treated with negligence and often doctors are not well experienced.   Similar picture was found in the other health complex. These indicate that, doctors are also interested to work in remote areas and they move to capital for better opportunities. A report published in the Daily Prothom Alo on 03 Feb 13 in which the number of doctors & nurses are more than the number of patients in Sohrowardi Hospital. Nineteen doctors are working in thirteen posts and forty six doctors are working in the capacity of twenty four. In Dhaka city there are more doctors but they are inexperienced and most of them are business oriented. For this reason for any major health problem patients go to foreign countries for treatment. Citizens do not trust the government as they are not getting the health service and they also do not trust the inefficient health service given by the government. So, this picture clearly depicts the failure of trust.

T2: Trust of the public sector in organizations and citizens/customers
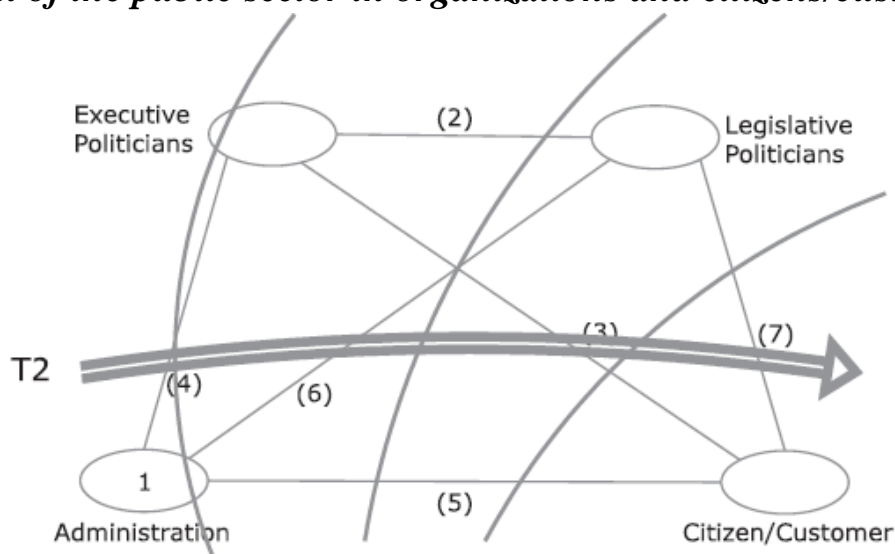

Figure 2: Public sector trust (T2) in citizens/customers – relations 5, 3, 7

The other direction of the public sector/citizen-customer relationship is trust of the public sector in its citizens as citizens and as customers but also in the private sector and in NGOs and society at large (Figure 2). It is clear that there are at least implicit trust cultures that become assumptions to develop policies and that influence the choice of policy instruments to realize effective policies and service delivery.

Taxation systems, and the related procedures with inspections, depend on levels and types of trust. Tax compliance has been a common case in the study of relationships between official behavior, citizen attitudes and citizen responses: 'When government actors fail to display confidence in citizens, or when they demonstrate active distrust, citizens are more likely to become wary of government interventions and less likely to consent willingly… Treating clients with respect appears to beget reciprocity. Distrust tends to evoke resistance, evasion and dishonesty' (Cook et al., 2005, p. 161). The more citizens perceive government as reliable in terms of both its competence and its goodwill, the more likely they are to comply with or even consent to its demands and regulations' (Cook et al., 2005, p. 160).

The increased use of partnerships with citizens, NGOs, private sector organizations and public sector organizations, and the development of active non-public participation in providing and delivering services assumes a certain trust in citizens/customers, organizations and society. Shifting to co-design, co-decision, coproduction or co-implementation, and co-evaluation requires a higher level of trust than if there is a deliberate choice not to shift to this co-quality model of partnerships and collaboration (Pollitt et al., 2006). Policy capture could be a reason not to move. Potential abuse could be a reason not to engage in a public–private partnership (PPP). A suspicion of a culture and practice of fraud assumes a low level of trust in a 'partner', which may negatively affect a potential relationship.

For example, Tax evasion and tax avoidance is a great problem in our country. In Bangladesh there are many individual taxpayers and corporations who are evading or avoiding tax. As a result government's developments activities are hampered. In this case government does not trust citizen.

It is also necessary to see if and how T1 and T2 are related. Commonly, governments and the public sector expect citizens to trust them. Efforts and policies, such as public sector reforms for more transparency, for more open information and access to data, and for more accountability, are all measures taken to improve this relationship with

citizens and customers, with the ultimate objective to improve the trust feature of this relationship. It seems to be a normal assumption, even in liberal democracies, that the public sector does not trust and cannot be allowed to fully trust its citizens and customers. T1 and T2 have opposing directions and tendencies. This has changed in certain reform programmes where empowerment of citizens and partnerships with NGOs and the private sector becomes a central feature of change, and increasingly a necessity for investments. A key question is whether NPM is trying to promote trust by using mechanisms that are based on distrust (Van de Walle, 2011).
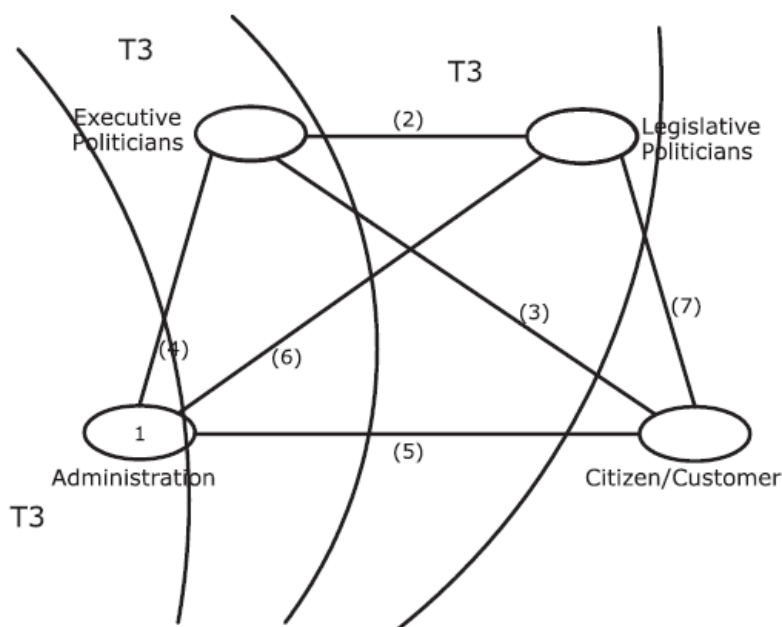
T3: Trust within the public sector

Figure 3: Trust within the public sector (T3) – relations 1, 2, 4, 6

Trust within the public sector (Figure 3) is about trust between civil servants, between public sector organizations, between politicians (executive and legislative (2)) and between politics and the civil service (4, 6). The focus here is on trust within the administration (1). In theory, and in some practices, we have been moving from a traditional bureaucracy to a managerial system and from a managerial system to an economic system based on public choice.

In a classical bureaucracy there is a shared objective of civil servants acting as professionals guided by a common general interest. Checks and balances are required to make a sustainable and legitimate system. Bureaucratic relationships in a Weberian system are, in essence, based on trust in professional bureaucrats, legally defined Competencies with procedures and with due process, and shared values of public interest. Shifting from a bureaucratic administration to a managerial administration has emphasized topics such as working together as an

organization, shared objectives of policies and a focus on managerial systems with management functions such as personnel, finance, communication, strategy and information (Drucker, 1985).

Managerial relations are essentially based on trust in professional administrations that work together to realize objectives and that are supported by a professional, managerial back office. The shift to an NPM economic, neo-institutional paradigm has changed this dramatically. It is a shift from a managerial thinking to an economic paradigm based on public choice, principal–agent relations and transaction costs economics, which determine a managerial system based on self-interest. This was labeled New Public Management. The New Zealand model adopted from the 1980s until the early 2000s provided a prototype of this model (Boston et al., 1996; Hood, 1995; Stewart, 1997). NPM has replaced fiduciary-grounded relationships with relationships based on performance, which need to be audited, and on distrust between principals and agents. The adage 'trust is good, control is better' was replaced by 'distrust is better, audit is best'. This applies to relations between the finance department and line departments, between ministries and agencies, between interiors and local government, between centre and periphery, and perhaps also between politics and administration, but certainly also between the legislative and the executive.

In conclusion, trust, as T1, T2 or T3, is a complementary set of trusts that determines the functioning of the public sector. It becomes indispensable, functional and desirable to distinguish and to be informed on the status of trust and its functioning within the public sector. The level of trust, the policies for trust building and trust keeping, and the impact on system performance in its broadest meaning become crucial elements in reform policies.

Government Mechanism & T1, T2 Linked with Trust Issue

As we know there are six indicators of good governance which has a significant impact on trust. By the six indicators it is very easy to determine how far the government is successful and with a successful government trust can be achieved in both ways. Few examples are discussed below which are linked with trust issue (T1 & T2 only).

Padma Bridge Issue

The Padma Bridge issue is the greatest discussion point at present time. At the verge of finishing tenure present ruling parties' fate depends on many ways on this issue. Despite of repeated reminders and pressure from one of the biggest donor World Bank, Bangladesh government has

failed to probe the graft allegation. The key players of this scam are still at large. On 17 Dec of last year Anti-Corruption Commission (ACC) sued seven persons (Former secretary of Bridge Division, two engineers of bridge authority, four officers of Canadian company SNC Lavalin) on primary evidence under huge pressure from World Bank (Daily Prothom Alo, 20 Jan 13). In response, the team leader of WB probe committee Mr. Luis Gabriel Okampo mentioned of former Communication Minister and expressed his dissatisfaction for not suing him as they have the evidence of his corruption. ACC replied to the committee they did not because of the fear of political unrest. Incident like this clearly reflect the attitude of government combating corruption. This also shows the accountability and transparency failure. Compromising such three major indicators of good governance loosens the trust of citizen to public sector in greater extent which reflects T1 failure.

Ramu Incidents

On 29 & 30 September, Buddhist temple in Ramu and Buddhist community of Ukhia in Cox's Bazar district were ransacked by some miscreants and vested quarter purposefully. Despite of the prior information, law enforcing and security agencies measurably failed to respond. It was known from the news that century old Buddhist temple was burnt and golden Buddhist statue and donation box was snatched. Ten villages of minority were burnt and destroyed. Few Hindu temples and community also came under attack with the long lasting Mayhem in Ramu, Ukhia, Potia and adjacent areas (*Daily Prothom ALo 30 Sep 12, 01, 02, 03 Oct 12*). After the incident, the local government agencies responded to the incident very reluctantly. Even some of them admitted publicly that those of the criminals' who are supporters of ruling party cannot be touched let alone brought to justice (Daily Prothom ALo 03 Oct 12). Due to lack of responsiveness actual truth remains a mystery till date. Ramu incident is one of the biggest scratches on our non-communal image. The long history of peaceful living together of different religious and ethnic group is tarnished over night. Such incidents help to increase the distrust on government and certainly T1 is compromised.

Murder Issue of Bishwajit

This single incident is more than enough to prove that there is no rule of law exists in our country. Whole country is the silent witness (9th December 2012) like the police, media personnel and general people present on the occasion. On the subsequent days, the traumatized picture of murdering someone in broad daylight was a popular media scoop in number of TV channels and print Medias. The miscreants who did the

man slaughter in broad day light are still at large. Some of the media published their identity with present address. Unfortunately, the government effort was to erase those names instead of bringing them to justice. Even many responsible government officials made funny acquisition against opposition party in a bid to clear the names of BCL activists. The press secretary of Honorable Prime Minister made a press conference immediately after the incident and claimed the link of Jamaat e Islami Bangladesh and SHIBIR with the incident. He tried to prove the family history of those accused had a link with some of the opposition party. Since, the criminals are activist of ruling party whole Government machinery was used to get rid of such wrong doing which actually indicated the distrust of government to its citizen. Government was fearful about the reaction of people if the truth is revealed. But, eventually this incident did not help government to have a good image in front of the country. Loosing trust on citizen usually triggers this kind of incidents which is an indication of T2 failure.

Elements of trust building and trust keeping

Understanding trust & public administration should be looked at from logic of consequence and from logic of appropriateness. To fully understand the role of T1, T2 and T3 the role of politicians and politics is crucial. These two logics are usually affected when the blend and proportion of politics/administration is different. Linking performance and trust seems to suggest logic of consequence. Both logics may lead to trust but both are necessary, and insufficient on their own (Halligan & Bouckaert, 2009). It is possible to distinguish between high-low trust societies (Fukuuyama 1995), which may carry over into the operations of the civil service. However, the level of trust is also a cultural issue, which makes it difficult to compare countries and even more difficult transfer practices a from a high-trust country to low-trust country. Relations between political and managerial executives have traditionally been defined in formal hierarchical terms, but have in reality been trust based, with little external and formal hierarchical terms, but have in reality been trust based, with little external and formal steering devices. This trust-based feature is a strong overall feature of the system, also covering the political- administrative leaderships' relations to different professional groups' (Christensen et al., 2006, p.116).this brings us to some scientific solutions, which have an impact for practice, for programmes for change and improvement and for trust.

   First, one should not maximize trust but optimize it as a function of the cultural contingencies. Some distrust may even be functional and may

create the tension necessary for a reform agenda. It is useful to know the level, spread and coherence of T1, T2 & T3.

Second, even more important than a trust level are its fluctuations in time, in the short run and also in the long run. This comparison in time should be complemented with comparisons with other actors in society from the private and the not for profit sector. Stereotypes can be corrected through these surveys, e.g. the public sector is not the least trusted in society.

Third, trust is a cause, an objective, a driver and a leverage of public sector reform. It is important to keep trust on the reform agenda in an explicit way. For each reform the question of what the impact could be or should be on T1, T2 and T3 should be asked, since it is easier to lose trust than to regain it.

Fourth, improving service delivery is necessary but not sufficient for trust. Good performance does not necessarily lead to more trust, but bad performance will certainly erode trust. There is a need to focus on external services for T1 and T2 and on internal services for T3. This takes in the perspective of organization of policy fields and of whole of government approaches (*Bouckaert & Halligan, 2010*).

The story of declining trust should be qualified. It differs per country and there is no evidence that trust is massively declining in liberal democracies over a long period of time. Just as with culture, there is some stability, or perhaps inertia, and therefore also some difficulty to change drastically. To give the example of the US, 'How did America's faith in its government fall so far so fast? Broadly speaking, there are two competing explanations, a conservative and a liberal one. The conservative answer is that the decline is a *rational* response to the observed phenomenon of failure. The liberal explanation is that mass disillusionment with government is an *irrational* reaction, fuelled by prejudice, fear, and economic insecurity' (Weisberg, 1996, p. 50). This was before the major political and economic crises occurred in the US. Al Gore, quoting Senator Ed Muskie of Maine, says that there are only two politics: politics of fear and politics of trust (Gore, 2004). In this article we did not talk about politics; however, it is a key element in the debate.

Following a logic of consequences, one trusts that resources, solid management and policy instruments lead to good performance, and therefore contribute to further trust. On the other hand there is a logic of appropriateness with values and identity, which leads to a direct focus on integrity, open and responsive government, and transparency, leading to performance and trust (for T3) (Cho & Ringquist, 2010).

To map and assess T1, T2 and T3 and their interactions, to detect the mechanisms that impact these three types of trust and to look for 'optimal' and functional trust becomes a research programme for the next decade. Trust among government actors are important to build and keep trust. Trust between civil servants, Trust between public sector organizations, Trust between politicians and bureaucrats are need to be discussed.

Trust between civil servants

In a classical bureaucracy there is shared objective of civil servants acting as professional guided by a common general interest. Cheeks and balance are required to make a sustainable and legitimate system. Bureaucratic relationship in Weberian system are in essence, based on trust in professional bureaucrats, legally defined competencies with procedures and with due process, and shared values of public interest.

Shifting from a bureaucratic administration to managerial administration has emphasized topics such as working together as an organization, shared objective of policies and focus on managerial system with management functions with as personnel, finance, communication, strategy and information. Managerial relations are essentially based on trust in professional administration that work together to realize objective and that are supported by professional, managerial back office.

For example, the basis of civil service recruitment in Bangladesh is merit. That is decided through a central examination system carried out by the public service commission. Candidates below the age of 30 and with a university degree are eligible to sit for the civil service examination. Successful candidates are placed in one of thirty functional services cadres according to their merit, choice and type of education. However, over the years, civil service recruitment in Bangladesh has been characterized by irregularities, inconstancies, and political interventions. This has had great consequences for bureaucratic autonomy, performance; inter service coordination, loyalty, commitment and integrity. At the same time, those who actively participated in the liberation movement were rewarded with promotions; seniority and placement in key position .They were the "patriots" who gave politicians the impression that those who did not join the "government in exile" in India were "collaborators" meaning allies of the Pakistani rulers. Thus the majority of civil servants, among them some very high ranking and experienced officers, felt that they fell victim to a conspiracy which seriously impaired their normal work. The division within the bureaucracy have intensified over the years because political influence

leading to irregular practice in recruitment, and neglect of merit principles in recruitment and promotion. The whole civil service is now in the grip of deep seated factionalism. The main division earlier was between the generalist and specialist, but now this between who sympathies with party in power and those who are against between the so called Bangladesh nationalist party (BNP) minded and the so called Awami league minded civil servants. In addition to this, there are several others factions such as spoil system recruits versus recruits through competitive examinations, freedom fighters versus non-freedom fighters ,intra generalist civil servants and inter district factionalism. This factionalism has serious consequences for the civil services and creates distrust among them. They only trust their so called group member only and work for them, not for the stake of the country.

Trust between public sector organizations

In Bangladesh, the loyalty of civil servants is mostly cadre based rather than organization based. Such an arrangement engenders loyalty to the respective cadres rather than to the organization in which the bureaucrats work. Once recruited to particular services, a civil servant career is organized within the services. He may move from one organization to another or from one ministry to another, but his basic attachment is towards his services. This attachment is career long. While the positive impact of moving from one ministry to another or from local to central level is diverse experienced considered necessary for performing a wide variety of administrative duties, the negative consequence of such services attachment and loyalty is lack of co ordination among members of different services, a feeling of superiority of one service over the other and a lack of commitment to organizational policies. A consequence of rotation of bureaucrats is more orientation to routine matters rather than engaging in novel or innovative efforts .In business or economic transaction, the low level of social trust causes high transaction cost .For example, buyer and seller do not trust each other and even foreign travels by a normal citizen depend on a number of checks and counter checks.

In public offices, trust usually confined within a few. As a result, even minor problems in public offices sorted out at the higher level. A lack of trust consolidates hierarchy in government offices for this reason, all the government organizations in our country failed to fulfill the public hopes and demands .People hardly trust them. So they want to the rapid change of power. This is one of the great barriers of good governance in our country.

Trust between politicians and bureaucrats

The bureaucracy in Bangladesh is more rules oriented than policy oriented. The political orientation of bureaucrats is low committed to national development goals. Politics is mainly concerned with achieving narrow interest gains .They did not want to be part of politics and wanted it to be subjected to constrain. Their disregard for politics reflects, in part, the British colonial administrative traditions. Politics develops in Bangladesh has been unstable and gone through much turmoil. Bangladesh has never experienced a civilian government that completed a full term in power. Military takeover has been quite frequent and consequently, did not allow democracy to gain a strong footing. Politics as an institution of channeling citizens' interest and distributing goods and services has remained weak and has been seen by many as imbued with factionalism, opportunism, and narrow interest gain.

The Bangladesh state has never demonstrated a capacity to adopt decision uniformly and consistently. The major political parties are polarized (not on the basis of ideological interest but on personal interest) from one another to such an extent that policies and programs are terminated or change whenever there is a shift in government. For example, the Bangladeshi state, as of today, could not yet decide the nature and form of local government. Inconsistency and reversal policies are caused by pressures from strong social groups, political parties and interest in society such as the trade unions, the military, students' organizations, religious organizations and NGO's associations, which make it difficult for the state to make binding decisions. Political uncertainty also induces uncertainty among bureaucrats. A natural consequence of uncertainty is to fall back on rules and procedures rather than concentrating on results. In the absence of a widely shared national goal or "catch up" target mentality, bureaucrats find it difficult to direct their efforts to a particular common case. Traditional values such as ascribed status and honor are more important motivational factors for bureaucratic action rather than goals.

An absence consistent policy formulation and adaptation makes bureaucracy rule oriented. Unclear national goals which shift with change in government make bureaucracy uncertain. Lack of political consensus among political parties on national issues, inefficient institutional measures for bureaucratic accountability, narrow political interest and personal gains precede national economic goals, effect on cooperative relationship between bureaucrats and politicians. There is less trust between them. Politicians know the needs of the citizen and bureaucrats

have the experience to formulate and implement a policy. However, they do not work together because both of them think that they know more than the other. Sometimes ruling party oppresses the bureaucrats who do not submit themselves to the whim of the ministers on leaders. We have witnessed such quarrel between ministers and bureaucrats. It hampers the development process of our country.

A country cannot run effectively without all its actors. All the actors (citizen, public organizations, bureaucrats, politicians) are equally important for the progress of a country. But working in isolated manner will not help the country. They have to establish a close relationship and trust among them, and then it will be possible to solve all the problems. In Bangladesh there is distrust everywhere. For the wellbeing of the country we have to restore trust immediately.

Restoration of Trust in the Governance Mechanism

Need for Restoration or Building of Trust in the Governance System

"Building trust in government is at the core of the world's quest for peace and well-being. The ability of the global community to achieve the Millennium Development Goals, ensures security, and promote adherence to basic standards of human rights depends on whether or not people have confidence in their governments"

— Ban Ki-moon, United Nations Secretary-General, at the 7th Global Forum on Reinventing Government, 2007.

Restoring or building trusts in the governance mechanism such as in the government and political institutions are a prerequisite which would ensure adequate access to services and economic opportunities. With citizens having greater access to information and higher levels of education and more transparency, accountability and participation, which would strengthen the systems and processes of democratic governance in the country especially for developing countries like Bangladesh. Restoring trust helps to reduce uncertainty because citizens would understand better the public policy and would have faith in the government which would create opportunity for government to carry out the development activities taking into account the actual needs of the people. Building trust in the governance system is very much needed that would lead to effective policies and implementation mechanisms that would yield positive results for society. The restoration of trust would bolster credibility of and support for public policies and create a level playing field for businesses thus contributing to efficient markets and economic growth. Restoration of trust in governance system is very much needed as that would strengthen the legitimacy of the government and there would be greater acceptance of the government's public policy and programs leading to economic growth, greater employment opportunities and greater resource mobilization in relation to population size. In a developing country like Bangladesh where corruption, lack of accountability and transparency is rampant and the rule of law is ignored, there is need for the rebuilding or restoration of trust, which would reduce the cost of social transactions. The restoration of trust would

ensure accountable and transparent governance which would allow the public to remain informed about public policy, enable greater opportunities for participation, increase in the efficient allocation of resources in both the public and private sectors, and minimizes corruption and unethical practices. Restoration of trust is very much needed in order to increase stability and consensus between the government and citizens.

Means of Restoring Trust in the Governance Mechanism

During the past four decades, public trust in governments has continued to diminish due to various administrative, political, socio-cultural, economic and mass media causes. The decline of public trust offers tough political challenges to politicians, public administrators and citizens because it draws serious questions of political processes and the legitimacy of representative government. Thus it's very important to restore trust in the governance mechanism.

There are six (6) means of Restoring Trust in the Governance Mechanism

1. Administrative Reform
2. Reforming Mindset and Behavior
3. Leadership Quality
4. Citizen participation and Engagement
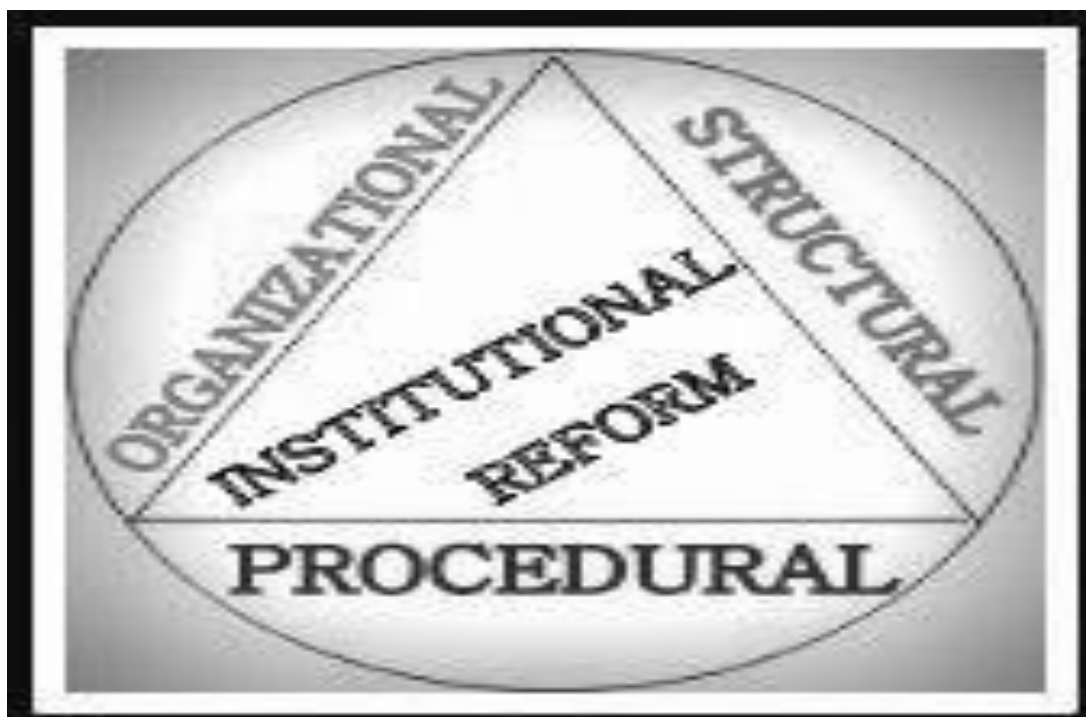5. E-Government
6. Cultural Reform

1. Administrative Reform

It goes without saying that given the above situation – massive graft and corruption and declining trust in government – there is a crying need for reform in the public administration and governance systems of Bangladesh. Public Administration is an executive body of the government through which the government implements its plan, program and projects. Over the years, we have seen how public administration and governance institutions have become unresponsive to the overall goal to rendering public service to the people. Challenges ranging from graft and corruption to failure or reorganization processes to lack of people participation to simply citizens apathy and lack of trust in government have hounded reform efforts. Reform of public administration has become a continuing imperative for developing countries like Bangladesh. Reforms aim to bring about significant improvements in public service that makes it more efficient, effective and economy.

Reforms also make the public service more accountable, transparent and efficient.

When distrust in government becomes endemic, there may be no better move to weaken government substantially. Administrative reforms must be an answer to restoring trust and in building integrity in public service. *Restoring trust through administrative reform must be brought about through "institutional reform". Institutional reform includes reform in processes and procedures and improvement of structures.*

Institutional Level Reform

Institutional level of reform involves two (2) types of initiatives

Creation and strengthen of governmental or constitutional institutions

It's very important that the government creates various constitutional and governmental institutions in order to promote good governance of weak states and improve their democratic legitimacy. Such as in the constitution of Bangladesh there is provision of provision of Ombudsman. *Article 77* of the Constitution of Bangladesh provides that Parliament may by law establish the office of Ombudsman. Once established the Ombudsman shall have the power to investigate any action taken by a ministry, a public officer or a statutory authority and such other powers and functions as may be prescribed by Parliament. The Ombudsman shall prepare an annual report concerning the discharge of his functions and such reports shall be laid before Parliament. Being

convinced by the fact that institutions like the Ombudsman would be essential for safeguarding the interests and rights of the public in Bangladesh from maladministration or administrative excesses which would help to restore trust in the governance system.

In Bangladesh bureaucratic excess, administrative grievances, thousands of cases pending with the Administrative Tribunals and Appellate tribunals; police atrocities inter-cadre or intra- cadre services' rivalries existence of innumerable ambiguous Acts, Ordinance, rules and regulations; and arbitrary decisions are the major impediments to ensuring good governance system in the country. The institution of ombudsman can oversee the bureaucratic excesses and administrative grievances of the public. If the ombudsman system is institutionalized there would be less sycophancy and better management which would allow other public offices to carry out its activities in more responsive manner which would help to restore trust from the part of the people into the governance mechanism.

Bangladesh, organizations in the public sector are becoming increasingly incapable, non-functional and failing. Accountability and transparency in the public sector is weak and fuzzy. Traditional internal mechanisms like hierarchy and supervision have mostly failed to ensure accountability and transparency. Decision making in the public sector lacks transparency as secrecy is jealously guarded with certain rules like the *Official Secrets Act, 1923 and Government Servants (Conduct) Rules, 1979 (Khan, 2007).* If there is an office and proper functioning of a duly appointed ombudsman by the parliament, then the accountability and transparency in administration is likely to be well ensured and our public administration will be more effective and clean for the benefit of the people and people would gain trust upon the government and into the governance mechanism and can rely upon the government in meeting their needs.

Key to establishment of governance in developing countries like Bangladesh is accountability and transparency of government which depends on the strength and sustenance of the sum total of the institutions and practices that have key roles in maintaining the honesty and integrity of the government, and thereby promoting good governance. It is through a holistic approach, involving each of the pillars of the democratic and constitutional institutions that accountable and transparent governance can be established and sustained, the Ombudsman has a key role in the maintaining the honesty and integrity of Bangladesh. Given effective functioning of Judiciary, Parliament, and Auditor General, the

Ombudsman can play a catalytic role in ensuring social accountability of the public institutions and functionaries which would help the government to restore trust and the mass people would trust the government that it's providing goods and services in the most transparent and accountable manner.

Strengthening of existing governmental or constitutional institutions, i.e. reform in the process, procedure and structure

Here it would be seen that that how the existing governmental and constitutional institutions can help to restore trust in the governance mechanism by bringing reform in the process, procedure and structure of those organizations. Here I would look at the *Anti-Corruption Commission (ACC)* and in its Act and the reforms that needs to be initiated to bring back trust of the people both on the ACC and on the governance system in the holistic manner.

The preamble and *Section 3(2) of the Anti-Corruption Act 2004* provide that the Commission will be "independent and neutral"**.** Under the Caretaker Government in 2007, the Act was amended by an Ordinance on November 22, 2007 to give it a *"self-governed" (shoshashito)* status. The Cabinet Division formed to review the ACC Act recommended on October 10, 2009, that the provision of "self-governance" cannot be allowed on the ground that the ACC does not have its "own source" of funds. If this provision is not incorporated then the ACC would be procedurally beneficial as they would be able to investigate the corruption charges more freely and effectively which would allow the common people to have trust and faith upon the ACC that the institution is not being pulled back by other external force that may lead to mal-governance.

Section 25 of the ACC Act involves prior approval for taking up cases of corruption against government officials, by the ACC from the Prime Minister's Office, which will curtail the authority of the ACC. However if the there is "procedural reform" in this Section of the Act then ACC would be able to take stern actions against the corrupt government officials and the common people would be more active and aware of the corruptions and would report to the ACC and the institution would have no external obligation in investigating upon the alleged public officials and the level of trust would increase on the part of the people towards the governance system and the institutionally would be efficiently functional in carrying out its duty.

Section 29 stipulates that Commission shall submit to the President a report on activities completed in the previous calendar year the

Commissioners will be accountable to the President. Now we know that in our country the President is an ornamental post and the President in consultation with the executive tates all decision i.e. the P.M. office so ultimately it's the P.M. that would have control over the ACC. This needs to be reformed. A watchdog body created in public interest by public money must be accountable, for which rigorous self-regulatory system as well as an external accountability mechanism must be in place. In order to ensure accountability of the ACC there can be provision of *"Corruption Ombudsman",* which would scrutiny the work of the ACC which would help to restore the trust as people would have confidence that ACC actions are strictly scrutinized and they are not doing things that goes against public interest. Also there can be provision of independent *"Judicial Committee"*, that would ensure that ACC carries their duty efficiently with all the accountable and transparent means.

2. Reforming Mindset and Behavior

One of the most challenging imperatives in restoring trust in the government is reforming the behavior and mindsets of the people both from the supply side and the demand side. Changing mindsets as well as behavior is difficult in general, especially in a country like Bangladesh where there is still a strong overlap of traditional social systems with modernization efforts. For instance, when it comes to administrative reform, merit reform is resisted in order to practice nepotism in civil service appointment and promotion.

Reforming mindsets refers to the molding of the individual and collective perspectives or paradigms of public officials in line with the demand of the changing context. It is also called reforming the "culture".

There are two (2) ways of reforming mindsets:

Individual mindsets, example: civil servants mindset

Individual mindsets include desirable work behavior, positive thinking and attitude, emotional intelligence (self and social awareness – matured behavior), and moral intelligence (integrity, honesty, compassion and forgiveness). The personal values help an individual in setting personal goals and daily conduct and conforming ethical code both at personal and organizational levels (*Pant, 2007: 89*) and this would help to restore trust as this would allow individuals especially in the public sector to provide goods and services efficiently and effectively.

In Bangladesh we see that the civil servants face difficulties in their jobs as *"political affiliation"* is given much more priority in promotion and transfer. This needs to be reformed, i.e. the mindset have to reformed

among the decision makers as that would allow the civil servants at the field level involved in giving public service to perform better and people would feel trusted that the government is providing their need and thus trust would be restored in the governance mechanism and the public servants would be responsive in providing services.

Collective mindsets: Police administration

Collective mindsets should be the development of model work culture that manifests and fosters the type of organizational values and behavior performance by maintaining high ethical and moral standards and public image.

If we look at the police administration of Bangladesh we see that we have a pre-conceived idea that police administration is politicized and corrupted, thus there is a need of "*reform as a unit from the police administration*" and they have to show positive moral values as a whole which would help to restore trust as police administration is one of the most important public sector where the people asks for help frequently. Such as in the *"RAMU incident"* we see that the police should have worked pro-actively which could have reduced the amount of damage done and if they would have arrested the culprits irrespective of political influence, then police would have the "trust" of the common people and people would feel more "trusted" upon the police administration and thus upon the governance system as this would strengthened the "rule of law" and ultimately the image of the Police Administration as whole would have been more "trustworthy".

3. Leadership Quality

Trust and leadership are two sides of the same coin. Trust and transparency are always linked together. Without transparency, people do not believe what their leaders say *(Bennis, Goleman and O'Toole 2008: viii)*. We therefore need a leader with personal integrity and who is not afraid to public scrutiny. The erosion of effective governance may be due to a lack of personal integrity or lack of competence. It could also be the result of a confluence of factors that have eroded trust and credibility and hence effectiveness. Although, leadership is not emphasized substantially in the public sector (*Terry 2003*), it is an important issue, both with academics and practitioners. Leadership is essential for all types of organizations, but even more important in public administration as the tremendous complexity and diverse issues are continually arising in the public sector. Leadership is a crucial matter in public administration to influence the capacity of governments that accounts the success or failure

of the government. As an executive body of the government, public administration helps the government to formulate and implement the policies, plan and programs. Effective leadership is central to effective and sustainable implementation.

Leadership can restore trust in government in various ways:

Focus is on "Performance"

Leadership is important in restoring trust in government is that there is such a focus on performance not on the individual. The public organization is continuously under scrutiny, again from within and without, as to how it is performing its functions and how well it utilizes its funds. Leadership is the key to performance and to ensuring that that the organization operates at its maximum effectiveness. The features needed for good governance and responsive public administration that include efficiency, effectiveness, accountability, and transparency are translated in reality only by the effective leadership. *To achieve the success in reforming public administration, the dynamism of leadership has to be transmitted to the reform process which would help to restore trust of the people on the governance system* as the people would be able to have confidence upon their leader to bring about change in their lives and provide the necessary services to them in order to improve their living condition.

Resources are mobilized efficiently

Effective leaders are able to mobilize collaborative forces of the public and private; and coordinate from the national to the local. It's very important that the leaders are able to make use of the available resources as in a developing country like Bangladesh where resources are inadequate if the resources are mobilized in the most efficient way then the common people would get the desired output and the service delivery would done in the most efficient and transparent way where the mass people would have the confidence on the government and *the government itself would be able to restore trust* which the developing countries government have failed to achieve.

Integration is done from national to local level

It's very important that leaders coordinate the policies between national and local level. If the leaders take into account the needs and want of the local and grass-root people and incorporate it in the policy in the center then the government would be practically reaching the people and this is when *the "trust"* would be restored and people would have confidence on the governance mechanism.

Efficient tackling of corruption

Innovative leadership is crucial in reforming public administration and tackling corruption. It's very important that leaders perform by tackling corruption as it not only allows for effective allocation of resources of the poor but also helps to ensure transparency and accountability in the country whereby the people would be able to trust their leader in carrying out the development works and expedite the economic growth and ensure that good governance prevails in the country.

In order to restore *"trust"* in the public administration it's very important to have effective political leadership and this has been effectively personified by the present Communication Minister. Immediately after entering into the office, he set his goal on "performance" i.e. improving the service delivery which the former communication failed to do so. The minister with his honesty and integrity have to a certain extent have been able to restore "trust" on the communication sector. After the minister took over the job he visited various projects under the ministry, especially in the construction of the roads and instructed that the works to be implemented in the shortest possible time with efficient workforce.

He not only showed his dedication towards his organization but showed his accountability in his work. On 28th November, 2012 he informed the parliament that in the last 56 days there was no accident in the Dhaka-Aricha Highway as eleven (11) dangerous cross-roads were renovated and repaired (*The Financial Express, 29th November, 2012*). He also took strict action against "corruption" as he frequently visits the various attached departments of the ministries and "caught red-handed" the corrupts and he did not hesitate to "suspend" the government officials.

If leaders portray these sorts of accountability, transparency and effectiveness along with honesty and integrity then the government as a whole would be able to restore trust and the governance system as a whole would be strengthened.

4. Citizen or Public Participation and Engagement

Citizen or public participation tends to enhance public trust. The general normative argument is that better informed citizens can actively and constructively contribute to decision making on policy issues, regulatory requirements and even service levels in all but the most technical areas. As appealing as this normative argument is — that public participation leads to public trust. Participation is likely to enhance the public's

understanding of issues through attention and involvement. Participation is also likely to improve decision making by involving a wide variety of interests and seeking a more ecumenical solution.

The citizen or the public participation can be seen from two perspectives:

i. Political Participation

ii. Administrative participation

A comprehensive model of Citizen/Public participation and its relationship to public trust in relation to political and administrative participation is shown below :
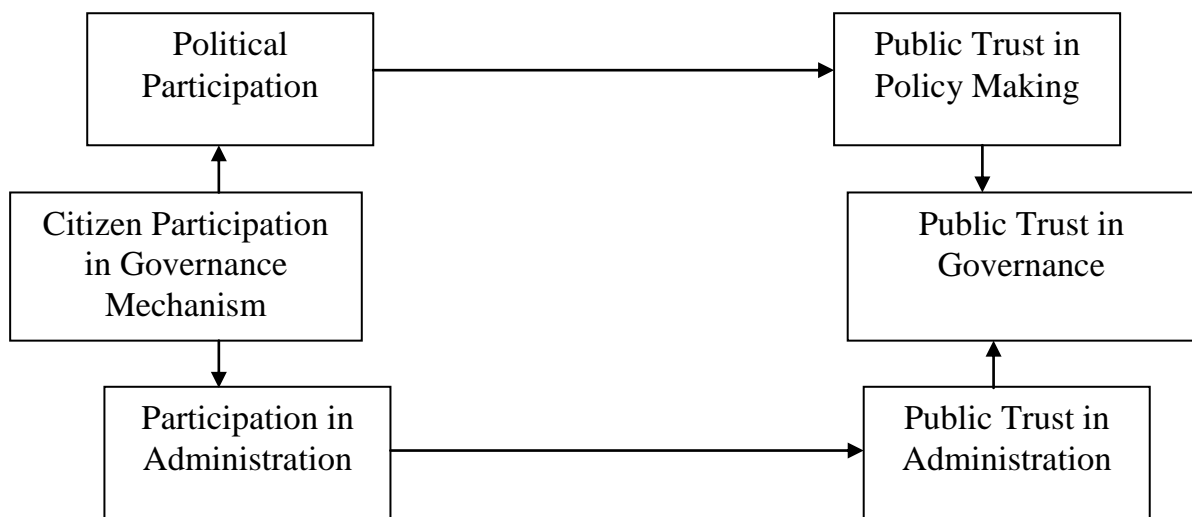
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┌──────────────────┐                    ┌──────────────────┐
│    Political      │───────────────────▶│  Public Trust in │
│  Participation    │                    │  Policy Making   │
└──────────────────┘                    └──────────────────┘
         ▲                                        │
         │                                        ▼
┌──────────────────┐                    ┌──────────────────┐
│Citizen Participation│                  │  Public Trust in │
│  in Governance    │                    │   Governance     │
│   Mechanism       │                    │                  │
└──────────────────┘                    └──────────────────┘
         │                                        ▲
         ▼                                        │
┌──────────────────┐                    ┌──────────────────┐
│ Participation in  │───────────────────▶│  Public Trust in │
│ Administration    │                    │  Administration  │
└──────────────────┘                    └──────────────────┘
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Figure: model of Public Participation and its relationship to public trust

Source: Wang & Wart (2007) *When Public Participation in Administration Leads to Trust: An Empirical Assessment of Managers' Perceptions*, Public Administration Review.

Political Participation

Political participation is public involvement in expressing preferences for a broad spectrum of important national, regional, or local policies, mainly during the process of selecting political representatives and adult franchising. If the voting is carried out with utmost free-fair and in a neutral manner then the people would be able to elect their own representative who would meet their actual need and this would restore trust in the governance system and into the democratic system as voting is one of the basic democratic procedure of country.

Participation in Administration

Participation in administration is public involvement in administrative process and administrative decision making. One distinction between

these two forms of participation is the time frame of involvement. Whereas participation in administration occurs on a continual basis, political participation peaks during election seasons. Public or citizen participation in administration is direct or indirect public involvement in articulation or evaluation of administrative objectives, service levels, administrative guidelines, and overall results.

Only when the citizens are involved in the *"formulation"* and *"implementation"* process in the most effective way participation in the administration can be made.

Participation in Administration	Formulation level: 1. Survey (structured questionnaire) 2. Online opinion Example: Civil Service Act 2010 3. Focus Group Discussion or stakeholder participation 4. Seminars or Consortium	Implementation level: 1. Stakeholder or Expert Participation in Monitoring 2. Involving the local representatives such as Union Parishad or Upazila Parishad	Trust in Administration

Fig: Participation in Administration involving the formulation and implementation level

When the political and administrative participation takes place this is when the trust takes place and is restored in the democracy and in the governance mechanism.

5. E-Government

E-government or use of Information Technology (IT) can provide potentially useful tools to governments and help them to restore public trust by enhancing transparency, cost efficiency, effectiveness, and policy participation.

There are four (4) main strategies or innovations which e-government can help to restore trust in the governance mechanism:

i. Open Procedures Enhancement for civil applications (OPEN)

Corruption has been one of the primary problems that many politicians, public administrators, citizen watch groups have observed. In fact, corruption has been viewed as a major obstacle to better governance and higher public confidence. Online Procedures Enhancement for Civil Applications (OPEN) is method designed to make administrative

procedures more open, transparent, and accountable by avoiding potential corrupt practices that tend to occur when individual citizens physically contact governmental officials for their civic applications, such as construction permits, business permits, or other civic applications which would help to restore "trust" as the common people would get equal opportunity and there would be level playing field for all the citizens, thus the ones having the potential would be benefitted and citizens would have the confidence on the governance system for their self-flourishment. OPEN system will help to restore public trust to promote the system and sustain administrative and political support.

ii. Economic Value Added (EVA) system

The EVA system provides various procurement information services for public use, as well as exclusive information and services for registered vendors and agencies. The EVA system is expected to bring various benefits to government buyers through better selection, better buying, better processes, and better decisions. It benefits participating vendors through simplified administrative procedures, more opportunities, better processes, and better support services. As this a very transparent means of providing services to the public the mass people would have the "trust" upon the government.

iii. e-Filing System

This mainly is the use of internet in filling tax and other documents in the public sector. The e-Filing system provides the public with faster, more effective, more accurate, and safer tax filing services. This IT-based tax filing system and other related document such as driving license and passport procedure in Bangladesh will continue to be a primary vehicle for improving the quality of tax services and restoring public satisfaction, which will ultimately help the government to restore public trust.

iv. Online Forum

As the public feels alienated and isolated from policy-making processes, they tend to lose their confidence and trust in government. IT can provide the public with more opportunities for policy participation.

For example, web-based policy forum can promote public participation in policy-making processes so that the perceptual distance to and sense of policy alienation from various policy areas diminishes. Civil society organizations often take a lead in forming online policy forum to mobilize citizens for various policy areas and promote public participation in policy decision-making processes. They will help

governments to be more responsive to public policy inputs and to curtail its distance from the public which will eventually help the government to restore public trust.
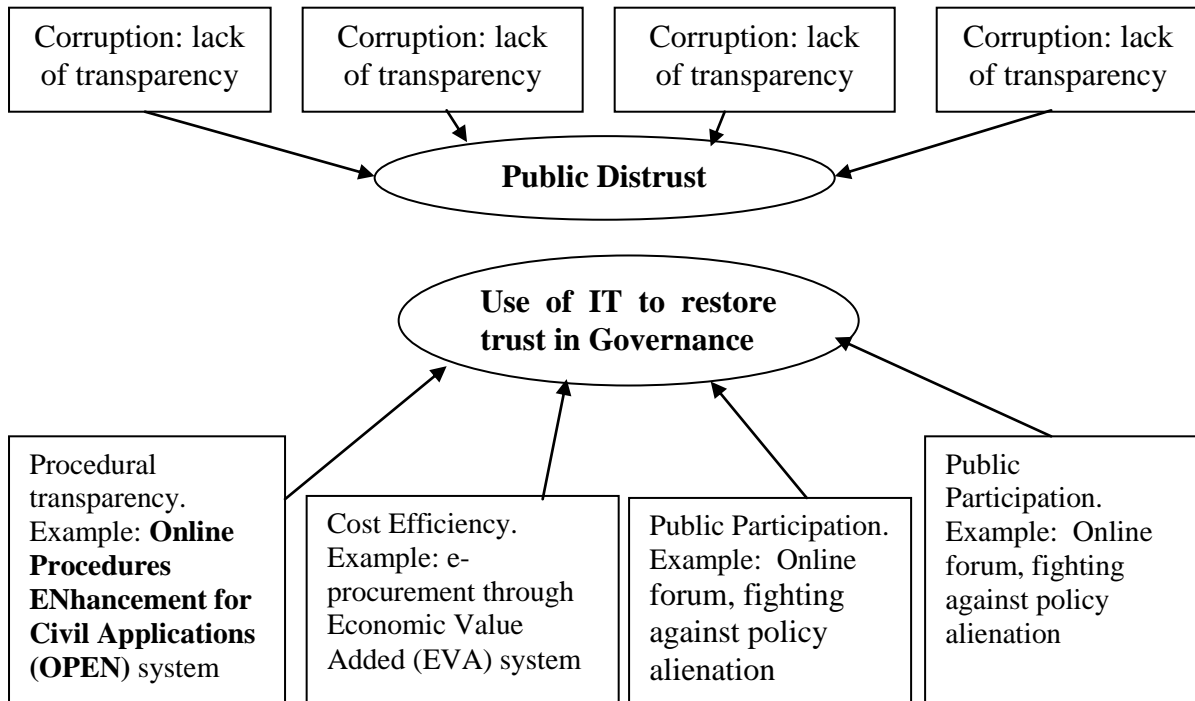

Fig : Potential Prospects of Information Technology to restore Trust

Source: Moon, M.J. (2003) Can IT Help Government to Restore Public Trust?: Declining Public Trust and Potential Prospects of IT in the Public Sector, 36th Hawaii International Conference on System Sciences.

6. Cultural Reform

Cultural reform can be seen from two perspectives: service deliverer and service provider.
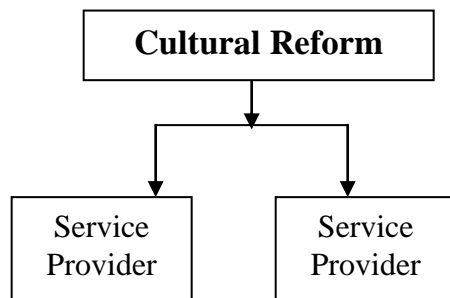
As Bangladesh is a *"collective"* society there is need of *"sacrifice"*, which is lacking in recent times, i.e. there is need of the mentality of "sacrificing" both from the service deliverers and service receiver in order to ensure *sound governance, where the governance means a "participatory process of governing the social, economic and political*

affairs of a country through structures and values that mirror the society", in the country which eventually would help citizens to trust the governance mechanism of the country and *build trust* upon government.

Such as in any public office while giving service, if the lunch time intervenes and still there are five (5) citizens yet to be given the service and if the service provider sacrifices his/her fifteen minutes of lunch time then the person would be able to provide the service to the service receiver without making them wait for one hour. This would cause the citizens to build trust on the organization and would be attracted to the organization and would regard highly of the organization.

Again all these requires change in the individual and collective mindset both from the person and from the organization and these kind of mindset cannot be pressurized as this would not bring effective result but rather these needs to be internalized among ourselves and thus this would help to restore trust on the government.

Conclusion

In this paper we dealt with the various approaches towards the concept of trust. We found that there are a lot of reasons behind public distrust, but also that what is commonly referred to as trust in government is not really trust. Many scholars argue that citizens with higher levels of political trust are more likely to grant bureaucratic discretion to public administrators than citizens with lower levels of trust. Trust, therefore, can relieve the tension between managerial flexibility and political accountability in the modern administrative state. Unfortunately, there is little empirical evidence showing that trust is actually associated with citizens willingness to cede policy-making power of government. This book explains the level of trust of citizen is lower in our country. Government is largely a function of trust and social capital. The relationship between government and its citizens has been strained, which is largely a function of the following:

First: the citizenry feel as though government officials abuse their powers in the interest of self-aggrandizement.

Second: citizens feel disconnected from government mechanism.

Third: government service delivery is perceived to be inadequate.

With the hope of reversing these perceptions, we have recommended some reforms to restore trust in our governance system. Like-administrative strategies that target cynical citizens, strategies for which emphasis is placed on publicizing the benefits of government, improving

service delivery and giving individuals a means of influencing public policy and government decision making. Internet based applications, or e-democracy may prove ideal in this regard, as such innovations can help cultivate a governmental landscape in which information is more accessible, people feel more connected to government and citizens are better able to participate in political processes. These changes may reduce cynicism toward government and restore faith in our political institutions and elected officials.

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Index

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